

Law Enforcement News

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Retirees are back in the saddle again

"Operation Grampa" puts former cops to work in Florida

Retired police officers in the Fort Myers, Fla., area will once again don uniforms, strap on holsters, and return to duty in a program called Operation GRAMPA (Getting Retirees Actively Motivated to Policing Again), which will enable the Fort Myers Police Department to continue lecturing and counseling about drug and alcohol abuse in the city's schools at less than half the cost of using full-time, sworn police officers.

Funding for the program, which should be in place by February, will come from the seized assets of convicted drug dealers, said Capt. Steve Schwein, program director of the "City Against Crime" campaign launched by Mayor Wilbur C. Smith 3d. About \$40,000 in forfeited drug funds is currently available to pay the members of the GRAMPA patrol, who will work 30-hour weeks in 12 Fort Myers elementary schools and will receive \$6 an hour for their efforts.

Operation GRAMPA is the brainchild of Schwein, who also instituted the department's nationally known "Santa Cops" program, in which officers dressed as Santa Claus give out safety tips to holiday shoppers at local malls. The new program arose out of a need to "economize the school resources program," Schwein told LEN. Mayor Smith, who "recognizes the value" of using police officers to spread the anti-drug message in schools, wanted to "examine alternatives to having full-time, sworn officers in the schools" and make their efforts more "cost-effective," said Schwein.

After addressing a local 10-13 Club, which is made up of retired police officers who relocated to southern Florida, Schwein said he felt "there's a lot of unused talent out there." Through conversations with some of the retirees — many of them in their 40's and 50's — he found that many were bored with life after policing.

"Those were the first people we went to when we came up with the idea, and we used them as a sounding board. They liked it and thought it was a pretty good idea," Schwein said.

The primary mission of the Operation GRAMPA participants will be

drug-abuse awareness education, said Schwein, and it is for that reason that the department will be able to tap into asset-forfeiture funds to pay for the personnel.

"So the drug dealers are paying for the problem they have caused," Schwein noted.

Each GRAMPA patroller will receive full auxiliary training and will carry a gun, but will not have arrest powers. They will wear uniforms on their classroom missions, and will be kept "up to speed" on emerging trends in the drug subculture through regular seminars conducted by the Police Department. Interested participants must have at least five years of experience in policing.

Schwein said the first "GRAMPAs" will be hired by Feb. 1, and should begin their assignments by the end of that month. A dozen will be ready when classes resume in September — one for each of the 12 elementary schools targeted in the program. They will give classroom lectures and be available for "one-on-one counseling" with students, Schwein added.

Operation GRAMPA will cost half as much as having full-time, sworn officers do the same job, said Schwein.

"And of course, a brand new police officer knows nothing about policing for the most part. The guys we're going to be hiring have got years of experience and background," he said.

The department's four existing school resources officers will remain in their current assignments to instruct children in traffic and safety tips, Schwein added.

Operation GRAMPA, like Schwein's "Santa Cops" program, is already receiving nationwide attention and inquiries from police agencies as far away as Tempe, Ariz., and Youngstown, Ohio, but Schwein deferred some of the credit for the program to Chief Jere L. Spurlin.

"They're both my programs but I'm fortunate that I have a chief of police who will allow us to try this. Administrators should be open to try out new things. You'll fall on your face once in awhile, I suppose, but creativity's got a place in police work," he said.

The state of community policing:

Washington in C-OP push

Washington has become the first state in the nation to establish a mandated program to imbue the philosophy of community-oriented policing in nearly all of the state's law enforcement agencies through training seminars conducted by the state Criminal Justice Training Commission.

The state Legislature mandated the Community Policing Program as part of an omnibus drug bill that was passed in September, and charged the Criminal Justice Training Commission with assessing, developing and implementing training to instill community policing concepts throughout the state.

The program formally began Nov. 15 during the annual meeting of the Washington State Association of Sheriffs and Police Chiefs, held in Olympia. Dr. Anthony A. Lukin, the coordinator of the state's Drug Abuse Resistance Education project, was appointed to head the new effort.

National Resource Pool Tapped

Lukin said in a LEN interview that the idea came about partly from a proposal by a group of police officers in the Seattle-Tacoma area who have "long been advocates of more community involvement on the part of police agencies in the state." Legislators, concerned

with the rising levels of violent, drug- and gang-related crimes occurring in the state, felt that a training effort to adopt a more community-oriented policing stance in the state's law enforcement agencies might help to curb these crimes.

The program is aimed at fostering a continuing partnership between law enforcement agencies and the communities they serve, said Lukin. To do this, the Criminal Justice Training Commission has enlisted the aid of nationally known proponents of the concept. Among the keynote speakers at November's inaugural meeting were Dr. Elsie Scott, executive director of the National Organization of Black Law Enforcement Executives; Clyde Cronkhute, former Santa Ana, Calif., police chief; Thomas Kobay, assistant chief of the Houston Police Department, which has made major strides in implementation of community policing; and Robert Barry, director of the University of Southern California's Administration of Justice program, which has developed a number of initiatives for achieving excellence in police services. The project will use some of these programs as a basis for the training effort in Washington.

The U.S. Department of Justice's

Community Relations Service will play an integral part in developing training programs to implement community-oriented policing, said Lukin, particularly in the areas of cultural awareness and methods to defuse gang activity.

"We have tapped some of the top people in the country to assist in this effort," Lukin noted.

Avoiding Others' Pitfalls

The commission is currently "surveying all departments and chiefs in the state to find out the level of interest in this area," Lukin added. "Many were already involved, but they've been looking for some statewide training that will affect some of their needs in a generic sense and then will take that training and apply it to the unique communities within their jurisdictions."

To that end, an advisory board made up of police and citizens is developing training packages based on individual needs identified by local law enforcement officials. And the commission is receiving input from officers in Washington, D.C., and Houston to learn how to avoid pitfalls while attempting to institute community-oriented policing programs.

"They're helping us avoid their

Continued on Page 6

Public criticism spurs San Francisco PD shakeup

In an effort to "ensure a tighter span of control, clearer lines of responsibility and improved accountability" for the San Francisco Police Department, Police Chief Frank Jordan announced a massive reorganization of the 1,800-officer agency on Jan. 7, a move that arose in part from criticisms by city residents over police handling of recent protest demonstrations, including a violent clash between police and AIDS activists in October.

The groundswell of criticism served to hasten the early retirement of Chief Jordan's brother, Deputy Chief Jack Jordan, who faced charges before the city's Police Commission for actions unrelated to the demonstration.

"This proposed structure is consistent [with] most large police departments nationwide and will strengthen discipline within the ranks," the Chief said, adding that the overhaul is an attempt to create an "early-warning system" to identify officers who repeatedly engage in misconduct.

Chief to Head Out to the Field

Included in the reorganization is the creation of the position of Chief of Staff, who will take over some of the administrative duties formerly carried out by Chief Jordan, which will allow the Chief to spend more time visiting the city's police districts for added "hands-on oversight and visibility in the field," according to a Police Department statement.

Deputy Chief Willis Casey, a 29-year veteran who has controlled the department's budget since 1985 and supervised implementation of a consent decree on bias-free hiring and promotion, was promoted to the new position. Cmdr. Fred Lau, a 19-year veteran who has worked in the SFPD's gang task force, community relations and the Special Operations Bureau, was appointed to succeed Jack Jordan as head of field operations. Lau's promotion makes him the highest-ranking Asian-American in the department's history.

The department's nine district stations, which reported to Deputy Chief Frank Reed, have been organized into three separate patrol divisions that will be headed by different commanders reporting to Lau, who will also take charge of Special Operations.

Other changes outlined by Chief Jordan included the centralization of the department's anti-drug unit, now under the command of Reed.

The department's internal investigations unit, including legal claims, disciplinary cases and citizen complaints, will be consolidated with the Administration Bureau headed by Deputy Chief Larry Gurnett.

Quick Approval of Changes

The city's Police Commission, the five-member civilian entity that is empowered to oversee and set policy for the Police Department, moved

quickly to approve Chief Jordan's recommendations at its weekly meeting on Jan. 10.

The Chief said the restructuring of the department is still in its initial stages and would be followed soon by additional personnel transfers.

The reorganization comes on the heels of a department shake-up that occurred in November, following vociferous public criticism of the department's handling of a protest march held by AIDS activists in October, which ended in what some called a police riot.

Reassignment and Reprimand

Chief Jordan had already relieved the tactical squads of their crowd-control duties, reassigned two high-ranking officers and reprimanded another in response to the public outcry. The Chief also announced at the time of the Nov. 8 shake-up his intention to discipline his brother, Jack, for failing to ensure a proper police response to the Oct. 6 demonstration, which ended in a police sweep of Castro Street, the site of a sit-in by AIDS activists, most of whom were affiliated with the group ACT UP (AIDS Coalition to Unleash Power).

On Oct. 6, about 40 ACT UP protesters staged a sit-down protest on Castro Street and were rushed by police officers. Officers reportedly made racial and sexual slurs against protesters, and some of the demonstrators said they were beaten by club-wielding offi-

Continued on Page 13

What They Are Saying:

"The events of 1989 have taught us that we cannot meet today's needs, much less our opportunities for tomorrow, with yesterday's answers."

Mayor Art Agnos of San Francisco, commenting on new goals and priorities he has established for that city's police department.

(13:5)

Around the Nation



Northeast



CONNECTICUT — Gov. William O'Neill sent seven-officer State Police teams to Hartford and Bridgeport in mid-January for three months to help fight drug-related crime.

The Middletown City Council may hire an independent, out-of-state investigator to probe allegations of corruption in the Middletown Police Department and City Hall. Police Chief George R. Aylward called for the probe Dec. 16, saying that some officers are linked to organized crime figures.

DELAWARE — State police head Col. Clifford Gravies on Jan. 3 termed "absurd" a class-action lawsuit charging that police Sgt. Robert Duman unlawfully targeted out-of-state Hispanic drivers as suspected drug smugglers along Interstate 95.

DISTRICT OF COLUMBIA — Washington's homicide rate reached new heights in 1989, with 438 murders recorded. The unofficial tally breaks the old record of 368 killings, set in 1988.

MARYLAND — Officials say that strict drunken driving and speed-limit enforcement, along with a 70-percent rate of seat-belt compliance, helped to lower the state's traffic death toll in 1989 to 742, from 794 in 1988.

NEW YORK — One in four drivers killed in New York City traffic accidents from 1984 to 1987 used cocaine within 48 hours of their deaths, according to a study published Jan. 12 in the *Journal of the American Medical Association*. The study, based on 905 traffic deaths, found that 56 percent of the drivers killed in city traffic accidents had cocaine residue, alcohol, or both in their systems at the time of deaths.

Arthur J. Shawcross, the accused killer of at least eight Rochester-area prostitutes, was charged with a ninth slaying Jan. 11, and a Monroe County grand jury will hear evidence in two more murder counts this month. Police say Shawcross, a paroled child-killer who was arrested earlier this month, has admitted to at least 10 murders.

New York City Mayor David Dinkins has postponed indefinitely the hiring of 1,600 police officers in a move designed to save the fiscally strapped city \$4 million a month.

PENNSYLVANIA — Philadelphia Mayor Wilson Goode's pledge to boost the number of police to 6,300 by July may be hurt by a shortage of recruits and the large numbers of retirements expected this year, reported the *Philadelphia Inquirer*. Officials say the department loses 40 veteran officers a month and has exhausted its recruit list.

RHODE ISLAND — Gov. Edward DiPrete unveiled a \$4.9-million anti-drug plan on Jan. 8 that would provide increased prevention, education, treatment and enforcement efforts through Federal grants and increased fines.

The state's first Drop-a-Dime anti-drug tip line began operations in West War-

wick early this month, funded by a \$33,000 Federal grant. Another line is due to open soon in Coventry.

Southeast



ALABAMA — U.S. District Judge Robert Varner ruled on Jan. 8 that the state can segregate inmates with AIDS to avoid a potential "death sentence" for other inmates, and added that the state does not have to grant AIDS prisoners early release or provide them with the best available medication.

ARKANSAS — State Police Cpl. Charles W. Miller, a 26-year veteran, was arraigned Jan. 5 on charges of sexually abusing four girls between the ages of nine and 13. Miller is free on \$5,000 bond.

LOUISIANA — The new, \$3.2-million Union Parish jail in Farmersville cannot take prisoners because a 1-cent sales tax proposal to fund its operation was taken off the Jan. 20 ballot for lack of support.

NORTH CAROLINA — Women who fear domestic abuse will receive a hearing on request within 24 hours rather than the 72 hours required by state law, said Durham County Chief Judge David LaBarre. The change is part of an effort to stop an increase in domestic violence cases.

TENNESSEE — Two Lauderdale County sheriff's deputies were shot to death Jan. 2, allegedly by an 82-year-old man they stopped to help whose car was in a ditch. Ule Reynolds was being held without bail after being charged with the murders of Kevan Ward, 29, and Bobby Nolen, 55.

Tennessee Highway Patrol Trooper Kathy D. Gregg became the first female sergeant in the patrol's 60-year history earlier this month. Gregg will serve as director of the patrol's Planning and Research Division.

VIRGINIA — Richmond's homicide rate set a record in 1988 with 102 reported, up from 101 in 1988. Police Chief Marty Tapscott said that drugs and domestic violence are to blame.

Midwest



INDIANA — Drug agents arrested 19 people Jan. 9 who they say were part of a drug-trafficking ring that wired \$375,000 to Texas smugglers from 1986 to 1989 and received 7,200 pounds of marijuana in return. Texas drug agents also apprehended suspects in Edinburg, Texas.

ILLINOIS — A Federal grand jury is investigating \$1.8-million in contracts to electronic monitoring firms that keep tabs on 400 Cook County prisoners released on bond. The *Chicago Tribune* reported Jan. 2 that the companies may have ties to Sheriff James O'Grady.

KENTUCKY — The State Police will

begin to take applications for new troopers on Jan. 15 and announced plans to hold a special training class in May. A rash of recent retirements has caused a manpower shortage, officials said.

MICHIGAN — Three towns — Chesterfield Township, Hazel Park and Troy — are in a dispute over which of them is entitled to over \$577,000 seized in a Dec. 21 drug bust in Chesterfield Township. A Mount Clemens judge ruled that Chesterfield Township may keep the money for now, but a later trial will determine the rightful recipient.

OHIO — The 9th District Court of Appeals on Dec. 29 upheld the dismissal of perjury and extortion charges against Lorain Police Chief John Malinovsky. The charges stemmed from allegations that Malinovsky told police to pressure Lorain firemen to overlook fire code violations at a bingo hall run by his daughter. Lorain County Prosecutor Gregory White said he will try to take the case to the Ohio Supreme Court.

A tough anti-drug bill that legislative analysts predict will double the population of the state's already overcrowded prisons by 1995 is on the General Assembly's agenda this term. The \$2.4-billion bill would mandate life sentences for persons twice convicted of drug trafficking and would reduce the quantity of drugs necessary to allow a charge of possession with intent to sell. The bill would also allow police to conduct "no-knock" raids.

WEST VIRGINIA — Wheeling Municipal Judge George McLaughlin said he wants to offer voluntary testing for AIDS and other sexually transmissible diseases to prostitutes in exchange for early jail releases.



IOWA — The state plans to begin teaching farmers how to identify marijuana growing along rural roads and rivers so farmers can report the illegal crops to police. State officials said they will enlist the Iowa State University Extension Service to aid in the effort.

MINNESOTA — The Minneapolis City Council will hold hearings in February on a proposed gun-discharge law that would allow police to make arrests before a gun is fired. "After a gun is fired, it's too late," said the bill's sponsor, Councilman Steve Cramer. The National Rifle Association said it opposes the plan.

Minneapolis officials say crime is rising faster in outlying areas of the Twin Cities than in the cities themselves. Police say affluent neighborhoods ringing Minneapolis and St. Paul are attracting more urban criminals.

MISSOURI — Proceedings in a lawsuit against county officials filed by St. Clair County Sheriff Fred Haworth to restore county cars to his deputies were scheduled to begin Jan. 9. County officials took away deputies' cars because they allegedly were being used for personal business.

MONTANA — Butte District Judge

Arnold Olson is jailing parents who don't bring their children to juvenile court proceedings as ordered. "You'd be surprised at how soon the child shows up," said Arnold.

NEBRASKA — A proposal to use part of \$36 million in revenues from a proposed one-year, 1-cent city sales tax increase toward a clearinghouse for the treatment of young addicts is to be examined by the City Community Coalition as part of a review of Omaha's drug-fighting plan.

Gov. Kay Orr has recommended \$10.4 million for anti-drug efforts, including allocations for increased law enforcement and corrections capabilities, as part of a proposed \$2.5 billion state budget.

SOUTH DAKOTA — State Sen. Mike Diedrich said he will file a bill in the Legislature that would force the parents of juvenile offenders to seek help for any drug or alcohol problems they may have. "It doesn't do any good to send a kid to alcohol treatment if he returns home to the same environment," said Diedrich.



ARIZONA — Leaders of Tucson's black and Hispanic communities say a program urging anonymous phone tips on gangs might focus unfairly on minorities while excluding skinheads and white supremacist groups. Jesus Romo, a local civil rights lawyer, said, "When [police] say gangs, people think of our community." The concerns arose after Gov. Rose Mofford proposes a law making membership in criminal gangs a crime.

State officials said early this month that Arizona will receive \$11.3 million in Federal anti-drug funds, down from \$18 million received last year. The funds will be used for enforcement, education, and treatment programs.

COLORADO — Denver Police Chief Art Steddes Zavaras said Jan. 2 that charges against police officers who allegedly failed to stop city workers from dumping hazardous wastes in creeks and sewers are unfounded. An investigation found no proof to support the charges, he said.

OKLAHOMA — Acting Okmulgee County Sheriff Joe Marshall said Jan. 2 that 350 items — including guns, 10 pounds of marijuana, and 23 rape evidence kits — disappeared while Jim Hart was sheriff. Hart was suspended Nov. 14 after a county grand jury accused him of neglect of duty and corruption.

NEW MEXICO — The new Federal Law Enforcement Training Center in Artesia has scheduled 47 training sessions so far this year, and its director said the facility's computer classrooms will open next month. The facility also will open more firing ranges.

TEXAS — Dallas police statistics show

that major crime dropped 3 percent during 1989, but auto theft was up 12 percent. Burglary and rape were down 9 percent. Sixty percent of city's 351 homicides involved alcohol or drugs, police officials said.

UTAH — The State Supreme Court ruled Jan. 3 that government agencies are not obligated to stop known abusers from babysitting and car held liable for harm resulting to children. The court, ruling in a case of a seven-month-old child was beat a known child abuser, also said that social agencies are not required to warn parents about child abusers.



CALIFORNIA — The Martinez Council voted Jan. 2 to denounce F. Chief Robert Markwith, 43, to ca after he admitted being drunk at a time of a Dec. 24 car accident. Ex-Jack Garner, who is a former Mar city manager, was named to head Police Department the day after misdemeanor charges were filed against Markwith, who has been on administrative leave since Dec. 26.

The U.S. Justice Department said 29 that funding for anti-drug programs in California will increase \$39.7 million in fiscal year 1990 from \$10 million allotted in 1989. Attorney General Dick Thornburgh said the state should receive the funds within six weeks.

IDAHO — The 234 traffic deaths in state in 1989 were the lowest total recorded since 1963, said State Police officials, who cited better-educated drivers, a mandatory seat-belt law, roads and safer cars for the sharp decrease.

A Drug-Free Youth program initiated by the state at a Coeur D'Alene school provides discounts on clothing and haircuts to 35 pupils who volunteer for random drug tests and counseling.

NEVADA — Police officers from over the state met at Western Nevada College in Carson City early this month to examine problems in dealing with Hispanic crime victims who speak no English.

OREGON — Homicides in Portland were down in 1989, with 42 compared to 49 in 1988. Eight of the city's homicides remain unsolved, police say, in at least one case witnesses are said to be reluctant to come forward.

WASHINGTON — The Green Task Force, which once had 56 officers assigned to investigate one of the nation's largest serial murder cases, was cut early this month to seven by the *Seattle Times* reported. King County Sheriff James Montgomery said ongoing investigation into the disappearances and deaths of 49 women in 1982 remains "a major commitment, but there is only a workload for many." No one has been charged in a case.

Federal File



A roundup of criminal justice activities at the Federal level.

• U.S. Supreme Court

The Supreme Court agreed Jan. 8 to let stand an Iowa court ruling that allows police to intercept conversations on cordless telephones by tuning an AM radio or another cordless phone to a target phone's frequency. The case arose when Dixon, Iowa, neighbors of Scott Tyler overheard his cordless phone conversations on their own cordless units. They believed Tyler was engaging in drug sales and alerted the Scott County Sheriff's Department, which gave the neighbors recording equipment to monitor the calls. Tyler was ultimately charged with criminal theft and conspiracy and sentenced to 10 years in prison. Rhode Island, Illinois and Florida courts have ruled that because cordless phones use radio frequencies, users have no "expectation of privacy." One in four American homes are said to have cordless phones, which were specifically excluded from wiretapping regulations under a 1986 law. In another Jan. 8 ruling, the Court refused to broaden the power of Alabama police to search for drugs and other illicit materials in private homes, saying that police with warrants to search a home cannot automatically search anyone who happens to be in the home at the time.

On Jan. 11, the Court narrowly refused to create a new exception to the exclusionary rule in criminal trials. Acting on the appeal of an Illinois case, the Justices voted 5-4 that statements a criminal defendant makes after an unlawful arrest may not be used by prosecutors to contradict the trial testimony of a defense witness. The appellant, Darryl James, was convicted and sentenced to 30 years for a 1982 murder. The Court's new ruling entitles him to a new trial, at which a statement obtained during his unlawful arrest will not be allowed as evidence. Police had arrested James without a warrant or probable cause to suspect him.

• Department of Justice

On Jan. 1, despite objections from many members of Congress, Attorney General Dick Thornburgh formally disbanded the Justice Department's 14 organized crime strike forces and merged them into the 23 U.S. Attorneys' offices around the country. The Attorney General, who announced his intentions to consolidate the prosecutorial efforts last February, said he was taking the step to end jurisdictional disputes between the strike forces and the U.S. Attorneys. Thornburgh has been calling for the merger since 1974, when he was the U.S. Attorney in Pittsburgh and locked horns with the head of the strike force there. Since the merger was first announced, nearly one-fourth of the Justice Department's veteran organized crime prosecutors have resigned, and more are expected to follow suit. [See LEN, May 15, 1989]

• U.S. Customs Service

A top Customs official in Florida said drug traffickers, deterred by increasing radar patrols in the Caribbean and the southeastern United States, are now flying cocaine into New Brunswick, Canada, and then transporting the drug shipments into the United States by land-based means. James McCawley, Aviation Group Supervisor for the Customs Air Branch in Jacksonville, Fla., told the New York Times that during the first half of 1989, at least 19 planes that authorities suspected were carrying drugs entered Canadian airspace. McCawley and other officials believe that drug smugglers have charted a new route by which pilots use long-range turboprop aircraft to fly from staging areas in Colombia to the island of St. Kitts in the Caribbean and then on to Canada. The route takes planes as far as 1,500 miles from the U.S. coastline, well beyond the reach of radar installations. "The cartels regard Canada as an easier window of opportunity," said Vince Castonguay, director of the Canadian Customs Department's interdiction division. New Brunswick is said to be ideal for smuggling, with its sparse population and some 90 remote airstrips, many of which are often deserted. Unlike the United States, Canada does not have radar systems designed for detecting drug-smuggling aircraft, nor does it have planes assigned solely to intercepting the smugglers.

• Drug Enforcement Administration

The DEA last month rejected the recommendation of an administrative law judge that marijuana be reclassified to permit its use as a prescription medicine in the treatment of glaucoma, cancer and other diseases. Judge Francis Young had recommended in 1988 that the DEA recognize the medicinal applications of cannabis, but DEA Administrator John Lawn said Dec. 29 that there was "a lack of credible evidence to support a conclusion that safety, efficacy and acceptance had been demonstrated for the medical use of marijuana." The Drug Policy Foundation, an organization seeking reform of U.S. drug laws, called the DEA's action a "declaration of war against seriously ill Americans" and said it would provide free legal assistance to groups planning to sue the anti-drug agency. The foundation itself is planning to file suit some time this month.

• State Department

The State Department's Bureau of International Narcotics Matters may have squandered one-third of its \$64-million budget for an anti-drug air war in a dozen foreign countries, according to an internal audit obtained by the Los Angeles Times. Until last summer, according to a report by the department's Office of the Inspector General, the bureau routinely paid "excessively high" commercial prices for aircraft equipment used to locate and eradicate illicit drug crops overseas. The audit blamed the problem on "poor planning" and a lack of aggressiveness by the bureau. State Department officials said in a formal response that the shortcomings had already been addressed.

Pittsburgh preps students for public safety careers

Twenty high school students in Pittsburgh have completed their first semester at the Peabody Public Safety Academy, the first city school program to give pupils interested in public safety careers instruction in the basics of police, fire and emergency medical services.

The program, open to all high school juniors and seniors, is aimed at giving students "hands-on" instruction in all three areas of public safety and utilizes the facilities of the Pittsburgh Public Safety Academy and the experience and know-how of firefighters, police officers, and paramedics who serve as adjunct instructors on an "ongoing, part-time basis," said program coordinator William Plunkett, himself a former Pittsburgh police officer and paramedic.

Ultimately, the goal of the program is to "attract the urban student to City of Pittsburgh jobs — city kids for city jobs," said Plunkett, who noted that Pittsburgh requires applicants for public safety positions to be city residents.

Participation in the program gives the students a jump on public service careers because the city offers them six-week summer internship programs and they will be paid to perform mostly administrative tasks, said Plunkett.

"The students will get to know indi-

viduals working in public safety, and public safety officials will get to know our students. And when it comes down to the interview process and so forth, I can't help but think that's going to be an advantage to our kids," Plunkett added.

The program was formally adopted in April and is one of 15 "magnet" programs offered by Pittsburgh high schools to give students an early start in various careers, including those in the educational and scientific professions. Plunkett said the public safety program will be expanded to the 10th grade next year, when 50 students are expected to enroll.

Students interested in the program must submit two letters of recommendation from principals, teachers or guidance counselors and must receive a satisfactory grade in a basic skills test given to all 10th grade students in the city. Their citizenship records are examined — including juvenile court records — in a background check to determine their eligibility. The student is then interviewed by a three-member panel including of school officials and a representative of the Bureau of Public Safety.

"What we're looking for is just a general interest [in public safety careers] and the sincerity of enthusiasm

for the particular profession," Plunkett explained.

Once accepted in the program, the students spend the first part of the day in standard academic classes, with afternoons devoted to public safety courses, including instruction in first-response procedures, an introduction to policing, patient handling, investigations, communications and rescue procedures, among others. They also receive physical training to allow them to develop the strength needed to pass the physical tests required of public safety job applicants in the sector.

Instruction is not limited to the students' particular area of interest, said Plunkett. Instead, they are "cross-trained to handle any aspect of public safety," he added.

The program has access to the classrooms and equipment of the Pittsburgh Public Safety Academy, located near the school, which is equipped with mock police and fire stations, Plunkett said. The Allegheny Community College, which has a formal public safety program, also lends equipment for use by Peabody students.

The instructional effort is augmented by bringing "specialty" instructors such as bomb specialists and investigators to

Continued on Page 6

Good neighbor policy:

Stockton PD aids Asians

The Stockton, Calif., Police Department is the latest of eight California law enforcement agencies to implement an Asian Advisory Committee in conjunction with the U.S. Justice Department's Community Relations Service in an effort to reach out to a burgeoning population of new immigrants from Southeast Asia.

The Stockton committee came about as a result of the Community Relations Service's "contacting local law enforcement officials and leaders in the Asian communities to act as facilitators to open the lines of communication, address some of the issues...and hopefully, come up with some ways of bringing [immigrants] into the law enforcement system," said Sgt. David Cole, the committee's coordinator.

Among the other California cities that have started similar programs are Long Beach, Modesto, Oakland and Sacramento, Cole told LEN.

The committee's "intent and purpose," he noted, is to "foment communication between the Asian community and law enforcement."

In recent years, the Asian population of Stockton has grown to about

35,000, most from Cambodia, Laos and Vietnam. The new arrivals join an already established Chinese- and Japanese-American community that makes up 5 percent of the city's 150,000 residents. Cole noted that many recent Asian immigrants are distrustful or unaware of the functions of law enforcement and criminal justice agencies. Some simply allow themselves to be victimized by criminals because they don't know where to turn. The committee, which is staffed with two police officers and 12 civilian community service officers, several of whom speak Asian languages, is an attempt to inform immigrants of the police and court services available to them.

The committee also provides cultural awareness and sensitivity training to police officers, Cole added.

Stockton's committee is composed of several subcommittees that address particular problems and concerns. One holds cultural awareness meetings, not just to educate Asians about American culture, but also to educate U.S. citizens about Asian mores. Other subcommittees address economic, educational, health and political issues

Another subcommittee publicizes information and events of interest to new immigrants.

Perhaps one of the most crucial of the subcommittees is that dealing with family issues, with Cole noting that the move from the old country to the new sometimes drives a wedge in families.

"Older folks tend to cling to the old ways," he said, "while young people adapt very quickly [to American society], causing a breakdown in the family unit."

Some Asian youths seek acceptance in American society by getting involved in criminal activities, including joining gangs. Parents may find they have a hard time controlling their children, said Cole.

While the Stockton program is still in the formative stages, Cole said the reception to its initial meetings has been good, with as many as 135 immigrants in attendance. The effectiveness of the committee is to be gauged by the department in the next few months, but Cole feels that as Stockton's Asian population continues to grow, as is expected, the program is likely to continue indefinitely.

Senior citizens get special attention from Tucson PD "Elderwatch" team

Tucson, Ariz., police officers are making house calls to elderly residents of the city's West Side in a pilot program aimed at enhancing the senior citizens' sense of security and to determine whether their social service needs are being met.

The "Elderwatch" program began just before Thanksgiving, said its creator and coordinator, Lieut. Ger Muehle, and will continue at least through mid-

January, when it will be evaluated by the Police Department.

"One of the goals and objectives [of Elderwatch] is to enhance the feeling of well-being and safety of the elderly residents in the division," said Muehle, "as well as try to identify some things that the officers have been trained to identify in terms of social needs."

Muehle's "non-traditional" approach currently involves 10 officers

from West Tucson's Adam One division, a community-oriented policing team, who voluntarily visit with 20 clients at least once a week. Most of the seniors targeted by the team are shut-ins who have been identified by local social service agencies as having "the greatest need of such a visit," said Muehle. Officers meet with the residents "depending on call loads and work

Continued on Page 6

People and Places

Pat response

A St. John, Kan., police officer, on the force for less than a month, found himself without a job in November after his second refusal to search female suspects ended with his termination by Chief Ray Reno for refusing to follow departmental orders.

Officer Larry Stonecipher, a recent recruit to the four-man St. John Police Department, was fired Nov. 15, after a second incident in which he refused to search a woman he had stopped. The woman was later found to be driving with a suspended license.

The incident resulted in a visit to St. John, about 50 miles northwest of Wichita, by Larry Welch, director of the Kansas Law Enforcement Training Center, who explained the state's statutes on police searches of arrestees to the town's citizens and officials, said Reno.

Reno told LEN that he warned Stonecipher about his refusal to search women suspects after an earlier incident in October, when the officer had refused to search a female driver suspected of driving under the influence. Reno explained that state law stipulates that any arrested person can be searched by officers to ensure their own safety and to prevent an escape.

But Stonecipher "contended that it was not lawful" to search female suspects and "opened the department up to civil liabilities," Reno said.

"He refused to search females under any terms, and that is what led to his termination," the chief added.

Reno pointed out that he too was taught at the Kansas Law Enforcement Training Center, "and their training was that 'women aren't arrested, men aren't arrested—arrestees are arrested.'" The chief suggested that Stonecipher might have been confused over the difference between body-cavity searches and the routine pat-down searches performed by police officers.

"I think he was objecting because of lack of knowledge," said Reno. "I don't think he understood that state law does say that you can [search] and that's been tested many times."

Reno said he did not know the current whereabouts of Stonecipher, a former disc jockey from Oklahoma, and LEN was unable to reach the former officer for comment.

30 years and out

Kansas City, Mo., Police Chief Larry J. Joiner announced Dec. 15 that he would retire as head of the 1,100-officer department effective June 15. His departure will bring to a close a 30-year career with the agency.

"He has decided that if everyone



Joiner

else has to go at 30 years, he will as well," said Joiner's chief administrative aide, Sgt. Louis Zacharias.

Joiner, who has been Kansas City's police chief since 1984, did not comment on his future plans. The Kansas City Board of Police Commissioners is now in the process of searching for Joiner's successor.

Commercial break

Carol Boyd Hallett, a former three-term California legislator who in October became the first woman ever to head the U.S. Customs Service, said she will commit herself to bringing Customs' commercial operations up to par with its enforcement duties, which have overshadowed its commercial functions in recent years.

"Beginning today, I want to heighten and make sure that we give the same level of emphasis to commercial operations as we have given to the narcotics side," Hallett said during an annual Customs award ceremony Nov. 15.

"Commercial operations are what launched the Customs Service 200 years ago, and yet it was just in recent years that we took on narcotics and the drug interdiction program," she added.

"Hopefully in our lifetime we will be able to say, 'Yes, we won the war against drugs.' And at that time we will return to having as our only area of expertise and interest the commercial side."

Hallett said she will be focusing on commercial issues affecting Customs, including the continued expansion of its automated commercial system and implementation of a national entry processing system.

Hallett was chosen by Treasury Secretary Nicholas F. Brady on Oct. 11 as the successor to the controversial William von Raab, who resigned in July after eight years as Customs Commissioner. Hallett served as U.S. Ambassador to the Bahamas from 1986 to 1989. She was a California Assemblywoman from 1976 to 1982, and from 1979 to 1982 was Republican leader of the State Assembly—the first woman in California history ever elected to the post.

Crisis kudos

A training program developed by John Jay College of Criminal Justice to aid police officers in dealing with emotionally disturbed persons was singled out from more than 100 programs to receive a Certificate of Significant Achievement from the American Psychiatric Association (APA).

The project was regarded as an "innovative approach" to dealing with the mentally ill by APA committee members who came to the college for an on-site assessment of the Emergency Psychology Training program, said John Jay's Dean of Special Programs, James Curran.

Marjorie Rock, coordinator of research and training for the New York City Department of Mental Health, Retardation and Alcoholism Services, which had requested the development of the training program, said the APA award "recognizes that this program meets very a serious need in both the mental health system and the police system...and they recognize that this is a very important contribution in the area of police-mental health relations."

Rock added that the award is usually given to more "traditional" mental health programs.

More than 1,000 New York City housing, transit, emergency services and NYPD police officers have participated in the program, which trains them in techniques with dealing with emotionally disturbed persons and stresses maintaining the safety of all parties involved. [See LEN, May 26, 1987.]

Interest in the project has grown markedly since its inception in 1985, said Raymond Pitt, a John Jay sociology professor who serves as the project's coordinator. Pitt noted that calls to New York City police to deal with emotionally disturbed persons have doubled in less than a decade, from about 16,000 in 1981 to nearly 36,000 in 1988.

The project arose partly out of concerns stemming from the controversial 1984 case in which a white police officer, Stephen Sullivan, fatally shot Eleanor Bumpurs, an emotionally disturbed, elderly black woman, during a mishandled eviction attempt. After the incident, city officials wanted a training program to "manage situations with emotionally disturbed persons,"

said Pitt.

"It was obvious that there had to be better ways to handle situations so that this same kind of tragedy wouldn't occur again," the professor noted.

The five-day training program deals with all aspects of mental illness, from assessment to communications problems, to ways of getting cooperation from mentally ill persons, and each training session is tailored to the needs of the various police units taking part in the project. Training includes sessions in which actors portray emotionally disturbed persons in scenarios that police officers might encounter.

What impresses Pitt most about the officers who receive training in the program is their "positive nature."

"They are really helpers and they look at their rescue work as really the central part of their work," he said. "Rescue work is their highest priority. We have to watch out sometimes [during training] because they will become more like therapists and less like police officers, so we have to keep showing them that their safety is paramount to their training. That, for us, is the major denominator of training—that safety has to be a primary consideration in anything they do."

The program is currently expanding, with another project underway that focuses on interactions between police and the entire emergency psychiatric community, "to hopefully improve the interface between psychiatric emergency services and police intervention on the streets," Curran said. It also will begin training hostage negotiators, duty captains and new Emergency Services Unit personnel this year.

The APA award was presented during the association's 41st Institute of Hospital and Community Psychiatry, held in Philadelphia on Oct. 16.

Going Mobile

Charleston, S.C., Police Chief Reuben Greenberg is taking a six-month leave of absence to head the Mobile, Ala., Department of Public Safety, where he will join newly appointed Police Chief Harold Johnson—the first black man to hold the post—in improving the agency which has been beleaguered by low morale and a rising crime rate.

"We're hoping [Greenberg] will change his mind and stay longer," said Al St. Clair, executive assistant to Mayor Mike Dow.

Greenberg and Johnson will be officially sworn in during a joint ceremony Jan. 28.

St. Clair said that he, Dow and other business and civic leaders recently had attended conferences in which Greenberg, as a featured speaker, provided insights that "really changed our whole idea about law enforcement and crime prevention." St. Clair said that one of the Mayor's top priorities is to take a "whack" at crime by improving police services, and Dow asked Greenberg if he wanted the chief's job, left vacant by the retirement of William Mingus in November.

Greenberg turned down the offer, but after numerous calls by city officials and concerned citizens that culminated in a recent visit to Mobile to meet with them, Greenberg left "very impressed with how much the people [of Mobile] wanted him here and also, how

much Mobile really needed come in and change their law enforcement system," St. Clair told.

That led to a compromise which Greenberg agreed to six-month term as Public Safety, succeeding Maj. Tracy C. has headed the department term basis since the October of Robert Doyle Jr.

St. Clair said Johnson will the day-to-day operations of officer Police Department t berg will help to articulate i phies, policies and procedu as formulate crime-preve.



Greenberg (top); Johnson

grams. City officials also Greenberg will be able to use ence to obtain more Federal enforcement aid for Mobile.

"We feel we've already a six-months' worth of salary b the fact that Mobile has go good publicity out of [Gr arrival]," St. Clair added. ' Reuben Greenberg and Harol in here...is going to help all c a crime-prevention standpoint St. Clair said "internal s the lack of "respect and l ability.. to unite the [police ment" led city officials to s police chief candidates fro the agency.

"Every indication is tha police officers] were looki, leadership, too," added St. C Crime in the city, particul on-black crime, has increas edly in the past four years, officials "felt that a black lav ment officer, as the top na really have the empathy at standing to really get into t munities and root out a lot o problem that we have," said.

Johnson, 48, who succee chief Capt. James Orso, c Mobile from Ecorse, Mich., has served as police chief si Prior to that, Johnson took s absence from the Detroit P partment to serve as public saf tor of Highland Park, Mich' ling career began in 1964 wit troit Police Department.

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Convicts become "poster boys" in Tacoma

Despite protests from some defense lawyers and civil rights groups critical of what they see as a "public-relations gimmick," the Tacoma, Wash., Police Department and the Pierce County Prosecutor's Office plan to continue producing and distributing posters of convicted felons — modeled after the traditional "wanted" handbills — which they say could act as a deterrent to other criminals while offering proof that the criminal justice system is working.

The posters, which began appearing in public areas in and around Tacoma in late October, include a mug shot of the convicted felon, his crime, sentence, and the prison where the convict is serving time. The word "convicted" appears in large bold letters at the top of the poster, which "proudly announces another 'system success.'"

"Enjoy your stay!" appearing directly beneath it.

The two agencies began producing the posters to "raise community awareness to the problems of crime and the fact that there are some successes," said Tom Felnagle, chief criminal deputy for Pierce County Prosecutor John W. Landenburg. "We'd like to hope that they're specifically aimed at some of the young people to show that crime doesn't pay."

"I think it's somewhat of a morale boost for law enforcement," added Felnagle. "It also warns the public as to who the dangerous folks are."

Police spokesman Mark Mann told LEN that the posters are produced at the Police Department using its desktop publishing system. They are quick to produce and cost only about "a penny and a half" apiece. Six posters had been produced by the department as of Dec.

13, and they are distributed to more than 200 locations in the Tacoma area, he said, adding that requests for the posters are received almost daily.

The two agencies have been criticized by defense lawyers and civil rights groups over the practice, which some say amounts to little more than a publicity ploy that overlooks the fact that the city's crime problem is growing.

"Our thoughts have been that it is overtly created to be a public-relations gimmick," said Jerry Sheehan, legal director of the American Civil Liberties Union's Washington chapter. "We would think that the efforts of law enforcement... would be better served by going after the bad guys that are still not caught out there."

"It's a superficial attempt at polishing one's image, as opposed to going out there and doing the job all the more," said Sheehan, who added that the poster

— and its sarcasm — was a "fairly juvenile, fairly sophomoric exercise" on the part of the Tacoma Police Department.

Mann dismissed the criticisms as mere "lip service."

"We expected the criticisms, but I always challenge the ACLU as to what they're doing about the crime problem," Mann said. "We admit that we're pushing things to the end of the envelope by doing this, but the thing is the public's ready for it, and the public is pleased with it."

Mann said the department has received calls from victims requesting that the department put their personal tormentors on future posters.

"It's somewhat therapeutic to the victims. That was the surprising side," he said.

The department has received letters of praise from as far away as South

Korea and the Netherlands, as well as inquiries from police agencies in Alabama, Florida, Georgia, Montana and New York.

There are no set criteria that determine who will be portrayed on the posters, said Mann, although the department tries to choose a "cross-section" of criminals involved in drug, gang-, or sex-related offenses. He added that the criminals portrayed on the posters do not necessarily have to be the most "notorious," but those with a history of "severe" crimes are given priority.

Past "poster boys" include Leon Robert Harshman, who was sentenced to 10 years for knocking a woman unconscious and raping her; and Darrell Jamal Massey, who was sentenced to 41 years for shooting a girl whose wave of greeting he mistook for the hand signal of a rival gang.

Arrest power of undertrained cops OK'd

Criminal defendants in Arkansas will no longer go unpunished simply because law enforcement officers involved in processing defendants failed to meet all of the minimum employment standards prescribed by the state.

Legislation to assure this was introduced by Sen. Cliff Hoofman (D-North Little Rock), who had pushed for a bill outlining minimum state standards for law enforcement training 14 years ago.

Hoofman said the legislation, signed into law by Gov. Bill Clinton on Nov. 8, was a reaction to an "insane" interpretation of the minimum standards act by the Arkansas Supreme Court, which resulted in criminals being set free on technicalities.

"Our Supreme Court recently had interpreted [the minimum standards act] such that if a criminal or individual arrested by an officer who had not

completed all of the requirements of the act, or whose file did not contain all of the certificates required in the act, then the actions of a police officer were invalid," Hoofman told LEN.

As a result, he continued, "even though the police officer made a proper arrest and protected the individual's constitutional rights in every respect, [the defendant] still went free just because the officer hadn't complied with

all of the requirements of the minimum standards act. That was insane as far I was concerned."

Hoofman said the minimum standards act was intended to improve the quality of law enforcement training "so that those guilty of offenses would not go free from a technicality because an officer lacked the training and knowledge requisite for him to avoid offending one's constitutional rights."

But the Supreme Court, Hoofman added, "interpreted that to be a technicality itself."

The minimum standards act includes an "enforcement mechanism" intended to ensure compliance, noted Hoofman, who added that sheriffs or chiefs who fail to meet minimum standards could be charged with malfeasance. The state Supreme Court held, however, that

because the act's language required strict compliance for all law enforcement agents, any failure to comply could render their actions invalid.

"We were the only state in the nation that allowed suspects to go free — rape, murder, anything — simply because the arresting officer had not complied with some requirement of the state. And that was not our intention," said Hoofman.

The amended language of the minimum standards act now says that "actions taken by law enforcement officers who do not meet all of the standards and qualifications set forth in this subchapter or made by the Arkansas Commission on Law Enforcement Standards Training shall not be held invalid merely because of the failure to meet the standards and qualifications."

Police, school kids hit it off in Dakota town's Adopt-a-Cop effort

The Mandan, N.D., Police Department is one of the latest police agencies to put some officers up for adoption by local schoolchildren in a program aimed at fostering better communication between the youngsters and police and dissuade negative stereotyping of law enforcement.

Ten of Mandan's 22 police officers were selected by Chief Dennis R. Rohr to take part in the program, which was set up in September. In November, officers began making twice-weekly visits to seven local elementary schools to "provide exposure of officers to kids," Rohr told LEN.

"Adopt-a-Cop" participants are assigned to schools where they teach traffic and safety programs, spend time with the children at recess and lunch, and generally foster an improved aware-

ness about police officers, Rohr said. The officers also attend parent-teacher association meetings and routinely meet with school principals to determine the needs of the various schools in the program, Rohr added.

The amount of time spent in the schools by the participating officers varies, "depending on the purpose of the visit and what they want to achieve," the chief said.

They also use puppets in classroom presentations on "latch-key" children, vandalism, shoplifting, substance abuse, and bicycle, skateboard and roller-skating safety.

Rohr said he heard about the basics of the "Adopt-a-Cop" program that has been implemented in other jurisdictions around the country in the past few years and "designed it into how I thought

it would fit in my community and in this department."

Rohr said the program is an effort to foster better cooperation and perceptions about police while the kids are still young, which might further better relationships with police when they are older.

"We're trying to develop an attitude with younger kids that may pass into adulthood," Rohr explained.

The program has not been extended to high schools because "attitudes are kind of preset at that age," added Rohr.

"The kids seem to appreciate the officers going in," said Rohr. "They respond to them."

The program will continue "as long as it's working," he added. An evaluation is scheduled for the spring.

City cited for reckless conduct in failure to maintain police radios

The government of the financially troubled city of East St. Louis, Ill., has been placed on probation for one year following a conviction on a reckless conduct charge for failing to repair police radios in squad cars, and thus creating what a county judge called a "pervasive potential for danger to police officers."

St. Clair County Associate Judge Robert P. LeChen imposed the probation and ordered the city to pay court and probation costs following the Jan. 4 conviction — the city's second such

conviction in three months and only the third known conviction of an Illinois city, according to John Baricevic, the State's Attorney for St. Clair County.

"The city has made a minor effort to improve the situation," Baricevic told the Associated Press. "I do not know that everybody has a radio. I do know that many police officers have bought their own radios."

The city was charged with an additional count of reckless conduct for failing to properly maintain police cars but was not convicted on that count.

East St. Louis faced a maximum fine of \$1,000 upon conviction but Baricevic, keeping in mind the city's \$40-million debt, recommended a fine of \$1.

"The judge went as far as he could," said Baricevic. "The city deserves to go to jail but that is physically impossible."

In 1988, East St. Louis became the first Illinois municipality to be charged with criminal violations of the law in connection with nine misdemeanor charges of reckless conduct, again stem-

Continued on Page 15

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Try, try again:

NY legalization bill pushed

For the third time in as many years, a New York state senator who represents a tough inner-city district has introduced legislation to legalize drugs, a move that he called "a new approach to fighting...a substance abuse epidemic that is spinning ever more wildly and violently out of control."

Sen. Joseph Galiber, a Democrat from the New York City borough of the Bronx, formally reintroduced the legalization proposal on Nov. 16. His bill, like the others he has sponsored, would legalize the non-prescription sale of marijuana, cocaine, heroin and other drugs to persons over 21. Sales would be regulated by a five-member State Controlled Substance Authority, which would grant licenses to manufacturers and sellers, set quality-control standards, and would have the power to revoke licenses of those who sold to minors, an act that would remain illegal under Galiber's proposal.

Galiber is the another in a series of public figures who have come out in favor of legalizing narcotics as an alternative to the nation's costly campaign

to stamp out drug abuse. Other recent proponents of legalization include former Secretary of State George Shultz and Baltimore Mayor Kurt Schmoke. Shortly after Galiber's proposal, U.S. District Judge Robert Sweet also publicly called for the legalization of drugs.

Like other supporters of drug legalization, Galiber said that in order to control the problems spawned by drugs — most importantly the crime it breeds — it is necessary to remove the profit motive from drug trafficking and redirect efforts and resources now used for drug interdiction toward education and treatment.

Plan "Won't End Demand"

"We can't stop the drugs from entering our country; we can't arrest and jail everyone who uses or sells drugs; we can't treat all the addicts who need treatment; and we can't effectively educate all our children about the dangers of drugs. These things are not possible as long as there is both a demand for drugs and huge profits in meeting that demand," said Galiber in a

statement to the New York Legislature.

Galiber conceded that decriminalizing the sale, possession, and use of controlled substances will not end the demand for drugs, but noted, "We can take the huge profits out and remove the heinous criminal elements."

"Then we can attempt serious efforts in combating drugs through education and treatment," he added.

Galiber's proposal would allow "any professionally licensed doctor or pharmacist" to apply for a license to sell drugs. Those with offices located near schools or churches would not be permitted to sell drugs, "and it would continue to be illegal to sell or distribute drugs in or near school grounds."

The proposal also provides for an identification system for keeping track of the kinds and amounts of drugs sold.

The proposal is now being studied by a legislative committee and public hearings on it are to be held in February, but the measure is given little chance of passage. Gov. Mario Cuomo called Galiber's bill "absurd, stupid, callous [and] cruel."

Tucson's elderly get special police attention

Continued from Page 3

demands" for at least 10 minutes per visit "to see how they're doing, as a routine course of beat patrol," he added.

If the officer feels the elderly resident is in need of social services — anything from the installation of a wheelchair ramp to medical assistance — he can refer the individual to the appropriate agency. Officers are also on the lookout for those being victimized by others, and recently determined that a couple of their clients have been "fleeced" out of money, said Muehle.

The lieutenant said he began formulating the idea last Thanksgiving when he helped to deliver holiday meals to local senior citizens.

"I was just struck by what a tremendous need there is for just companionship for a lot of these people," he said, adding that this is particularly acute during the holiday season — one of the most stressful times of the year for seniors who live alone. In talks with officials of social service agencies, Muehle learned that many elderly residents cloister themselves in their homes and even those trying to aid them would have a hard time getting through to

them. Many thought police officers make elderly clients was a "elderly people tend and traditionally the Muehle added

But Muehle said encountered some some feel police officers doing social service the case."

"What we're trying to do with whatever needs are, whether it's whether they're elderly or not, there's a need for children — as there doesn't seem to be sympathy for the elderly they tend to be the Officers "should be concerned of the people added.

Inquiries about coming in from other, Muehle, but one of results thus far is that joined an officer on a Christmas dinner

Washington sets stage for statewide community policing

Continued from Page 1

problems," Lukin said. The commission is expected to make its first progress report to the Legislature in January. In March, a training session involving police executives from around the state will be held to articulate the "philosophical basis" of community policing, and business executives will talk about how they provide service to their customers and how these methods can be extended to the relationship between law enforcement agencies and communities, added Lukin.

"We view community policing as a philosophy that must permeate the en-

tire department from the head of the agency down to patrolman on the beat. We're really interested in seeing that it's implemented in its philosophical sense — not just programs, but as a philosophy that carries through the entire agency. Without that philosophy, the programs are just a mandate," said Lukin.

Lukin said that law enforcement officials in Washington have shown great interest in the training program, which he expects will put the state "in the forefront" of community-oriented policing.

"We have some very progressive law enforcement executives in this state.

A lot of them have already introduced community policing in their agencies in one form or another. But we want to have an overall plan and it really takes a statewide training agency to provide the kind of training that's necessary and have the resources to provide that kind of training on a generic basis for all agencies," said Lukin.

Training programs will be "retrofitted" to fit the special needs of the state's sheriffs, some of whose jurisdictions include sprawling counties that encompass a variety of communities. Resident deputies will play integral roles in developing training programs for sheriffs, said Lukin.

"Magnet" school attracts public-safety students

Continued from Page 3

the classroom, said Plunkett

"There's a lot of outside support. There's a lot of resources in the city that we're taking advantage of," said Plunkett, whose years of public safety service have allowed him to cultivate contacts from all three public safety areas, most of whom are eager to share their expertise with the students.

"And they're free," Plunkett said of the speciality instructors. "They're people who want to help and want to contribute to what we're doing."

The response of the "exceptional," said Plunkett received numerous inquiries ranging from sheriffs wishing to offer their program.

"It's gone beyond what Plunkett said. We had a student drop [the program] surprise, he said, is that 20 students are debunks the long-held belief that they are not interested in careers.

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More AIDS training needed, says NSA aide

Criminal justice agencies have made advances in their understanding of AIDS and HIV (human immunodeficiency virus) infection, but more training is necessary to alleviate fears and myths about the disease and to offset the potential for discrimination against its victims, according to Anna Laszlo, coordinator of the National Sheriffs' Association's AIDS policy development project.

Laszlo, who for the past year has been coordinating a series of policy development workshops aimed at helping criminal justice agencies to deal with AIDS, said that while understanding about the disease itself has increased, criminal justice agencies are having a more difficult time dealing with the "value issues" brought up by AIDS.

"One of the things that we've learned is that people know how it's transmitted. What's harder to deal with are the value issues — the attitudes toward sufferers," Laszlo told LEN.

These "subtle issues" regarding confidentiality, privacy and discrimination, Laszlo said, "affect the way people think about writing policy."

While NSA could write sample policies for agencies, "that doesn't help people think through why it is that they're writing the kinds of policies they are, why they need policies on privacy and confidentiality issues. Getting at these values of what they believe and what their organizations believe is a much harder task," she said.

The sheriffs' association surveyed participants in the five regional policy development workshops it has held since last May in Austin, Tex., Chicago, Denver, Minneapolis and Nashville. The workshops are designed for senior-level administrators and policy-makers from criminal justice and related social services agencies, including victims' services, probation, parole, corrections, juvenile justice, and alcohol and drug treatment sectors. The training, using a team approach, taps the expertise of medical and legal experts, along with criminal justice officials, and participants working in small group workshops develop their own model policies and procedures regarding HIV testing, discrimination, housing, confidentiality, prevention and staff training issues. Participants are evaluated both before and after completing the workshops, and follow-up telephone interviews to assess the workshop performance have recently been undertaken by NSA staff.

NSA officials have found that by no means are criminal justice agencies "AIDS-ed out," said Laszlo, noting that most indicated that more training is needed at all levels.

NSA's preliminary findings show that "of all the criminal justice agen-

cies, corrections had their house best in order" in regard to AIDS-related policies, said Laszlo. "Most of the correctional agencies said that they had a variety of policies regarding the treatment of HIV-positive individuals and prisoners."

Other agencies — probation, parole and alcohol and drug counseling services — need more policy work, and some are "very unclear whether they had policies in their agencies at all," Laszlo added.

Another finding from the surveys shows that participants worry about whether they can convince superiors to change their preconceived notions about AIDS.

"People leave the workshops saying, 'I've changed my mind, now I don't know how in the hell I'm going to change the mind of my police chief,'" said Laszlo. "The challenge is to get the highest levels of administration — whether it's the chief probation officer or the chief judge or the police chief — to buy into re-examining HIV policies."

Laszlo said most of the participants in the workshops are administrative subordinates, often those charged with writing agency policy, and many have said it is not enough for them to go back

to their agencies and share their knowledge. They said that having legal and medical experts make presentations to educate agency employees is probably the best tack to take, coupled with video presentations by experts that would serve to update staff about AIDS-related developments.

"I'm real concerned about folks who are well-intentioned, who feel they'll have trouble convincing high management that this stuff needs to be looked at," said Laszlo. "There's still a fair amount of fear and misconception and prejudice. These [issues] are harder to deal with in a chain-like setting."

The lack of legal precedents regarding AIDS, particularly with respect to victim/offender issues, is also complicating training. Legal questions that remain unanswered include whether crime victims can file civil suits against criminals who have infected them during the commission of a crime; whether parents of molested children can sue offenders; and whether probation officers knowledgeable about a probationer's HIV status are obligated to inform a third party, such as the probationer's spouse. And some states are requiring mandatory HIV-testing for sex offenders, noted Laszlo.

"There are lots of liability issues

that haven't been answered by the courts," she said.

As AIDS widens its arc through society, agencies may find that their own employees are infected, bringing forth a host of other issues that they have not yet adequately addressed. With new anti-discrimination laws in effect or soon to be signed into law regarding employees with disabilities, including AIDS, employers will not be able to dismiss infected employees.

The "gut reaction" of law enforcement agencies that discover that an employee is infected, Laszlo said, is to "take him off the streets," but participants in the workshops have learned it is unlawful to do that, "and they need to understand why it's not right to do that."

NSA, with help from the U.S. Bureau of Justice Assistance, is continuing to educate the criminal justice field through various activities. Its two-volume text, "AIDS: From Policy to Practice," which will provide guidelines and training curriculums for policy-makers and trainers, is due out soon, and the organization continues to maintain a data base on model AIDS policies as well as the latest information available regarding medical research and legal issues. [See LEN, March 31, 1989]

Providence doubles up for safety

Providence, R.I., police officers doubled up in cruisers during routine patrols on Halloween night in a "sign of support" aimed at preventing local drug gangs from carrying out death threats against some members of the 424-officer force, LEN has learned.

In the few days prior to Halloween, the Providence Police Department had received a "substantial number of threats... specifically, that a police officer would be shot," said Lieut. Gerald Aubin, a spokesman for Chief Walter Clark, who ordered the temporary doubling-up of officers in patrol cars as a "sign of support — as well as to provide support" for officers if necessary. Training staff and administrative personnel were assigned to accompany officers in patrol cars during the evening, Aubin added.

No violence against police officers occurred, said Aubin, although the department did investigate one shooting, unrelated to drugs or gang activity.

Aubin said the temporary order is among one of a number of "substantial means, which I really can't discuss, to hopefully counter any other activities targeting police officers." He noted that small-time drug gangs and the drive-by shootings resulting from their turf wars are increasing in Providence, and that the department has responded by setting up an anti-gang task force to gather intelligence on the drug thugs.

"Other measures have been instituted within the department" to deal with any new threats the department may receive in the future, said Aubin, who declined to give details to LEN.

When it comes to clearing warrants, Wisc. DA finds it pays to advertise

People have been known to find new jobs, homes, automobiles, even companions through newspaper ads — but wanted offenders? Yes, even that, according to Barron County, Wisc., District Attorney James C. Babler.

Babler ran two \$600 ads in "The Early Bird," a local pennysaver, last November, in which he listed persons wanted in connection with 346 outstanding warrants. The ads, which Babler said "brought in a lot more money than [they] cost us," resulted in the clearance of 90 of those warrants — mostly on misdemeanor charges, but including a handful of felonies.

The first-time effort cost about

\$2,000, including the cost of the ads, overtime for sheriff's deputies and transportation to bring in those found in other jurisdictions.

But despite the success of the campaign, which brought in over \$5,000 in forfeitures, fines and restitution payments, Babler told LEN that his office would probably not place similar "wanted" ads in the future.

"We're going to try to whittle away at the rest of the list a few per week," Babler said.

The ads, which identified individuals wanted on warrants dating as far back as 1983, listed the names and birthdates of those being sought. Sev-

enty-two people surrendered voluntarily, 12 were arrested, and several others "were told by the Sheriff [Jerry Johnson] to turn themselves in," said Babler. One of those wanted was picked up "at least 100 miles away," Babler added.

Johnson added that many were picked up by deputies during a "concentrated roundup" on Nov. 14-16. The Sheriff said his office outlined the operation to other Wisconsin sheriffs, who rounded up a few in their own jurisdictions.

Most of those listed had outstanding warrants on misdemeanor charges like traffic violations and bounced checks, but a few wanted on felonies, including

burglary, were also picked up, Babler said.

Babler said the warrants had not been "pursued" in recent years, one reason being the lack of jail space to house arrestees.

"It was unfair for these people not to be brought to justice one way or the other," said Babler.

The prosecutor added that some people who had seen the ads called the Barron County Sheriff's Office and notified officials of the whereabouts of those being pursued, but he could not say how many were captured as a result of tips provided by informants.

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Rubinstein:

Fighting a firestorm of criminal violence

By Jonathan Rubinstein

As disorder, mischief and vicious criminality have increased, respect for police has declined, undermining the confidence and morale of everyone—including our police. Today, those whom we wish would fear police, the thugs who control our streets, have no fear, the great majority who yearn for protection have no hope. Even worse, the decline of the police is accelerated by the dissolution of the consensus upon which democratic policing is founded. Unless consensus is restored, policing will grow ever weaker and more violent.

It is fashionable now to blame all of this on crack; yesterday it was heroin and before that whiskey. Drug addiction is a terrible scourge which was unfairly, unwisely and unthinkingly assigned to the police, compounding misery and burdening law enforcement. But, even if drugs were inflaming the minds of our youth while lining the pockets of the worst people in this country, we would still have a violent criminality inciting fear and race hatred.

Until we change the method and goals of policing there is no hope of containing the criminal violence us all. If we fail to do this, racial hostility will harden, destroying any chance of establishing a new consensus.

Police reform has always been arduous and contentious, but now it is like fighting fire at sea. Before everything else, the fire must be contained, preventing the ship from going down with all hands mutinying, settling scores, and behaving as people generally do in panic's grip. When the fire has been brought under control, the ship can then be stabilized for return to port. Then and only then can it be refitted for regular service.

The measures necessary to restore public order and confidence, putting out the fire, are so urgent and far-reaching that policing itself must become an experiment. The future is now.

Only changes in policing that include an active role for citizens can initiate movement toward a new consensus. Policing must be put back on the political agenda and not left any longer only to City Hall and the PBA. Neighborhood groups, City Council, the press, and even the public school system must become actively engaged.

Unless we take immediate and dramatic action, speculation beyond five years is irrelevant. The ship will not get into port safely. What is at stake here is the survival of our politics and our heritage: We are talking about the survival of local police, a foundation of American federalism.

The traditional methods of policing do not work. Efforts to revive them actually make things worse. The police no longer patrol the streets. Nine-one-one rules the force and this has stripped streets and neighborhoods of police without bringing security and peace. Abandoning patrol in pursuit of crimes in progress has actually made

conditions worse. This is so for many reasons, but let me emphasize one.

Our police were not organized to eliminate crime but to contain and control it. No matter how many arrests police make, that is only one part of society's response to crime. There are many who need arresting and that is a job only police can do, but catching criminals was intended as a by-product of patrol, not its purpose. The control of disorder, keeping the peace, a noble occupation no longer honored, was the purpose of patrol. Today we have very large and expensive police forces doing many things, but few of them ever patrol. Crime-fighting is not a substitute for peace-keeping.

Cops must be returned to foot patrol. They

ing will become an experimental laboratory.

The changes required to contain the firestorm and send the first signals to embittered and frightened citizens of an intention to restore their rights will also send a message, the first of many, to the thugs who rule our streets: They are wrong to believe, as they do, that they have a right to rob and ruin us. But further and more far-reaching changes must follow quickly.

In the short run, we must have more police. A refocusing of police strategy is easy to describe but requires time to implement. While this is being done, 911 will still be ringing, and police must respond. A reformed police could result in a smaller force eventually, but for now it means a larger one.

"Our police were not organized to eliminate crime, but to contain and control it. No matter how many arrests police make, that is only one part of society's response to crime. Crime-fighting is not a substitute for peace-keeping."

must be turned out of cars, stripped from special details, community relations, headquarters units, administrative duties and even detective squads. The late shift must be reduced to the minimum. An experiment with one-man cars should be conducted on the late shift to test the feasibility of safely expanding coverage and productivity by utilizing mixed-mode patrol.

Assignments to foot beats must be for at least two years, and incentives created encouraging police to stay longer. Work rules must be modified to put officers on a two-shift rotation. This is the only way to restore police presence on the streets, encouraging police to know their beats and the people on them. Keeping cops on their beats is the only way for people to know them, learn to trust them and work with them. These are the indispensable conditions for effective policing in a democracy.

Police must give up the notion that citizens are only their "eyes and ears" and accept them as whole people with brains and wills, too. Block, building and neighborhood patrols are increasing rapidly, but they are still pitifully few. The number must be doubled and redoubled again and again. In time this will wean people from 911, but more important, it is the only way to deter crime.

The creation of linkages of many kinds between professional policing and local need and desire is the only way to restore hope and self-respect and eventually regain the streets without destroying the Constitution. This is where polic-

Any rapid increase is bound to create tension, disciplinary and supervisory problems. These inevitable problems are magnified today because of a real deterioration in high school education, a lack of experience and worldly knowledge in many recent recruits, and the dissolution of the consensus on which policing rests. Continuing to recruit and train as we have in the past will lead to a disaster.

We have too few blacks, Hispanics and Asians in the police. Don't get me wrong: I have nothing against white people. Most of my friends are white. But you cannot have a consensus between government and governed if the great majority of people who keep the police busy are a different color or speak a different language than the police.

We need more police, we need substantially more minorities, and they must be largely city-wise. The traditional method of recruitment no longer attracts a sufficient number of intelligent, ambitious and motivated young people because it is still directed toward recent high school graduates, while most of the people we want in the police now go to college, which they did not do in 1950. We must go to the colleges and get the people we need to revive policing.

The Police Corps was first proposed in 1982 in response to the great surge of crime in preceding years (when there was no crack). It is a simple idea: college scholarships in exchange for four years of service as patrol and community officers in local departments. The Police Corps proposes

to recruit and train volunteers for foot patrol community service, not as supervisory officers serving in departments near the under the command and direction of officers. It remains the only reasonable way large numbers of energetic people, from backgrounds with the necessary skills. Se later, there is still no other proposal o solution to our crisis.

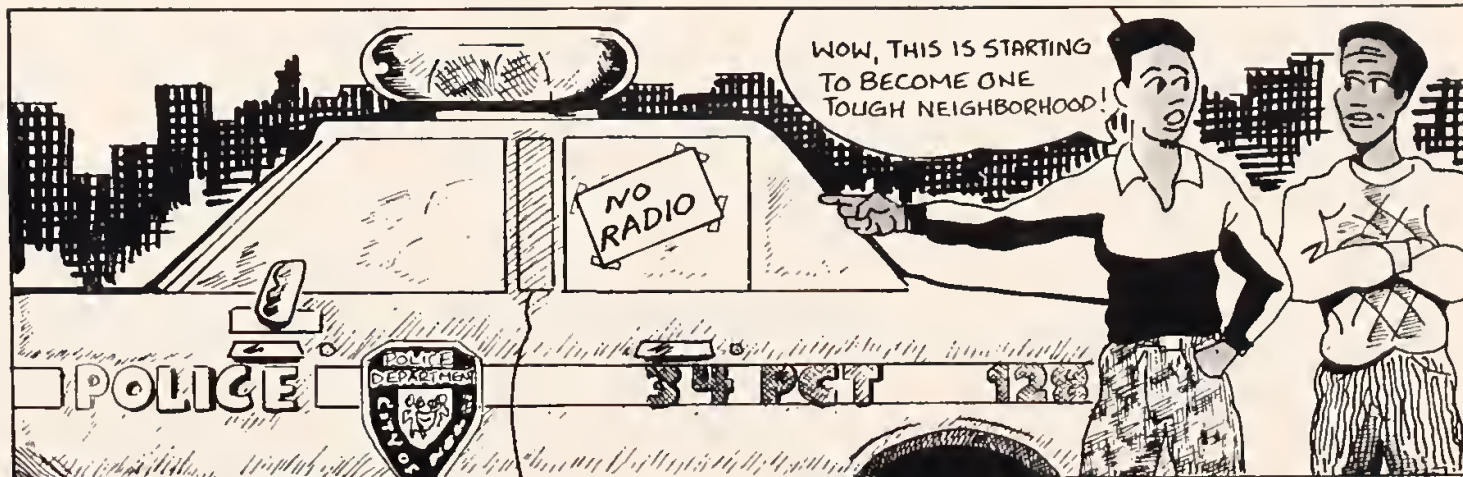
While foot patrol is expanded, supervised and strengthened, and effectuation between a living patrol force a ized community groups is established number of four-year volunteers must be ing. More of the same will not make us need a new strategy in place within two; then we need to work toward the creation policeman with a different working rel to the citizens. Only then can police positive contribution to breaking the criminal violence now in its third ge under the bonds that enable a small fr vicious youth to destroy the prospects of generation, and fanning an evil flame th ens to engulf us all.

We need a training program that starts fact: Most recruits have never been av home, lived independently or ever been s to formal discipline. They need to be b and trained under a strict regimen for a j time to instill pride, discipline and cor while the socially and personally unfit an out. They must achieve a standard or be Real physical training must be resior many recruits have had none.

They must also be taught how to he citizen understand that we are a people w common values and a common fate wi diversity. The thugs who now rule are not give up peacefully. We can only confr successfully if we have the unified suppor neighbors and even their relatives. Whe that we will have taken an important ste deterring the next generation, kids who, five and six today, from emulating these

In barely one generation, violent cr multiplied 10 times. Our police are less today than they were even in 1975. V restore civil peace, protect ourselves l violence that is spawning division and Above all else, we must regain our self-res do this, we must build up our police, ch way they work, and begin to share the There is no other way.

(Jonathan Rubinstein is the director, search for the Center for Research on Ins and Social Policies. This commentary is from his remarks before the Forum on N City Policing in the 1990's, held Oct. 4, John Jay College of Criminal Justice.)



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re a police administrator, it's not always good news to hear an investigative reporter has come knocking at your door. Some-
y, perhaps with a touch of mock bravado, that they'd rather face
a weapon-toting criminal than a microphone-toting reporter.

Sam Killman 3d, the Police Chief of Charlotte, N.C., may have
harbored a misgiving or two when he first heard that a reporter from
Southpoint, a regional magazine, had come to his department
looking for a story—all the more so, perhaps, when it became clear
that the reporter was working on an article that would rank 12 of the
largest departments in key Southern cities. It's bad enough to have
your affairs scrutinized in depth; no one particularly likes being
compared against other agencies in other cities.

In the final analysis, though, Sam Killman couldn't be happier with
Mary Bounds' investigative report. The article was the cover story
in Southpoint's November 1989 issue, and, as the cover proclaimed:
"You've just been burglarized. You call the police. What happens
next depends on where you live... If you're in Charlotte, you're
lucky. If you're in Atlanta or New Orleans, good luck."

Luck, as was once said, is but the residue of design, and that appears
to be the bedrock on which the Charlotte Police Department is
based—designing for effectiveness and productivity, coupled with
a keen sense of community partnership and a lot of hard work.

Killman, a home-grown chief, has seen the recent evolution of the
department from a variety of perspectives, beginning with his
appointment to the force in 1961. By the mid-1970's, as experimen-
tation first began to take hold in American policing, Killman was
securely positioned in the upper management ranks of the agency.
He got a close-up look at the department's experiment with team
policing. As he puts it, "We were in full-blown team policing, as
close to true team policing as you can get. We've changed since, but
we've kept a lot of what team policing was all about, and that's the
community and holding people responsible for a piece of territory."
What team policing has become in Charlotte is a slow, cautious,
evolutionary approach to implementing problem-oriented policing.
It's not completely clear-cut, for as Killman says, "We don't put a
label on everything we do."

Nor, for that matter, does the department publicize everything it
does. True, Killman concedes that the department does have a
reputation as a leader in its field, but he's just as quick to note that
he and his staff and subordinates need to do more to spread the word
about the agency, its programs and approaches. Approaches like
the senior patrol officer program, for example. It's one facet of a
larger career development plan that has been implemented as a way
of giving the average police officer more room to grow, develop and
realize his or her potential in the agency. The senior patrol officer
designation, which is bestowed on the basis of such factors as

performance, time in service, training and education, also serves to
point up the inestimable value of patrol work. No longer must an
officer feel it necessary to get off the streets and into a specialized
detail in order to grow in the agency. If you enjoy patrol work, and
if you're good at it, there's no reason to transfer out of street duty.

Of course, even those Charlotte officers who do make it into a
specialized assignment are not there permanently. The career
development plan also has a forced rotation component, whereby
officers are sent back to patrol work after five years in a special unit
while fresh officers are given a chance to work in the special unit.
It was highly controversial at first, Killman admits, but the whole
idea was to create a better organization by giving more people
"more opportunities to learn more things and in turn, take that
increased knowledge, expertise and experience out to the field."

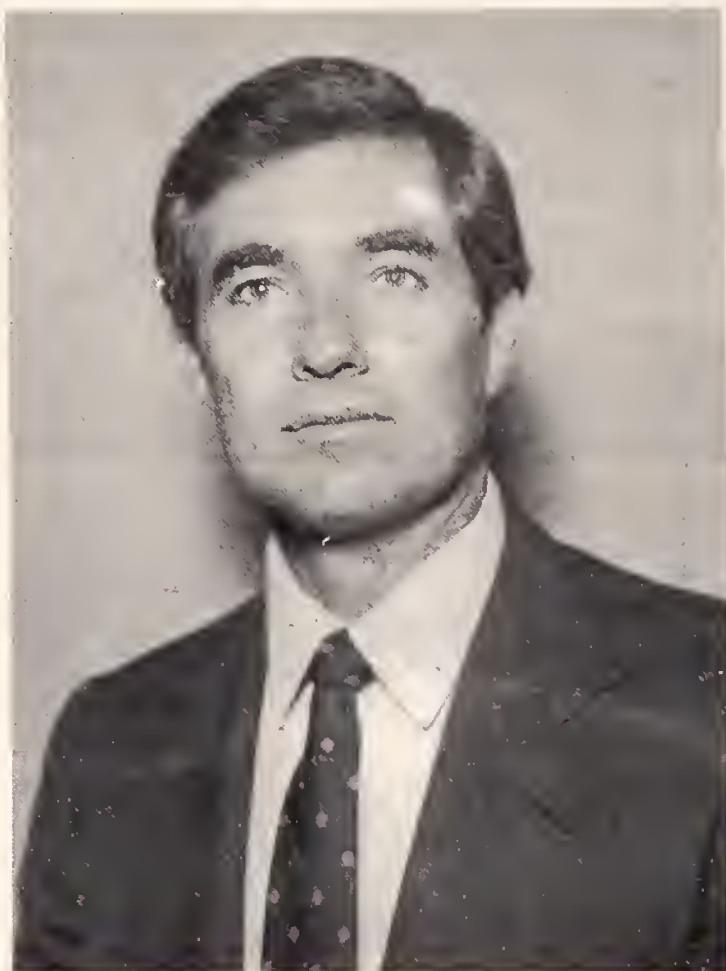
The 51-year-old Killman presides over an agency that polices a
thriving, growing city, and urban growth is a concern that weighs
heavily on the chief's mind. The resources may not always be there
in the amounts one would like, and the magazine articles may not
always be flattering, but Killman and his officers are heading
confidently into the future, ever-guided by a statement of mission
and a set of fundamental values that are said to pervade everything
the agency does. For the Charlotte Police Department, it all comes
down to "fairness, compassion and excellence."

**"You've got to be sure that
you're not satisfied with the
status quo. You've got to keep
your head out of the sand.
You've got to look at what's
happening in other areas to see
if there are better ways."**

Sam H.

Killman

Police Chief of Charlotte, N.C.



LEN: A recent article in Southpoint magazine ranked your
agency tops among 12 big-city agencies in the South, and all but
suggested that Charlotte police walk on water. In the context of
a city that has apparently been growing steadily for some time
now, how has this level of proficiency and professionalism been
attained?

KILLMAN: That's a tough one to address because there are so many
things that go into that. Let me just say first that we're proud and very
pleased that we got that kind of recognition for our work because we
sort of quietly go about doing our business here. We don't do a lot
of writing up everything we do and getting it published, but when
somebody comes from outside and sort of looks over your shoulder
and says, "Yeah, you're doing a good job there; you're a very good
police department," it makes you feel very proud. That goes without
saying, but I say that with humility because I know certainly one
person can't take all the credit for all the good things we do. It's the
whole organization and the people who make up the organization,
the climate within which we work here in the community, the com-
munity itself, and the government. We have an excellent city govern-
ment, and city officials; it's a good honest government where you
are allowed and expected to be professional and do your work in a

professional manner. So all of that kind of goes in to molding the
type of organization that we are. Also, some of my predecessors
obviously have some of the credit for where we are today. When I
was appointed Chief a little over four years ago, we weren't in the
Dark Ages by any means. We had already made much progress and
had an excellent organization staffed by excellent people, and I was
able to take an already outstanding organization and try to make it
a little better. All that being said, I want to get back to your question
on how we keep that kind of professionalism or level of service that
we're providing, even in the face of growth. It does take a lot of
attention. We've had a major emphasis, as other departments have
recently, on productivity. As your need for resources grows, as other
areas of your community grow and there's a competition there for
additional tax dollars, I think it has been one of our primary goals to
find ways to work smarter, work better, and to be more productive
and efficient in the ways we use our resources. I can give you any
number of examples from the late 1970's, prior to my being chief.
We got involved in a project called Managing Patrol Operations that
totally changed the way we utilized our patrol resources, how we
respond to calls for service, and how we take those resources we
have and use them more productively. Since I've been chief we have
another productivity study done by an outside agency. We asked for

it to see if there were other ways that we could more efficiently
manage our resources. They came back with what I felt was an
excellent report and some good ideas about ways we could improve
on what we were doing, but they basically said we had an excellent
organization that was doing a good job and had public support.
There were a few things we could tidy up a bit. They came up with
42 recommendations, of which we implemented 37 -- not exactly
the way they said we should do it, but some variation or another.
You've got to be sure that you're not satisfied with the status quo.
You've got to keep your head out of the sand. You've got to look at
what's happening in other areas, not only in police departments but
in business, to see if there are better ways to meet that growth instead
of just asking for more resources.

LEN: Even if you're going quietly about your business, as you
said, it would seem unlikely that a lot of what you're doing is
going unnoticed. Do you think the agency is perceived in the
profession as a leader?

KILLMAN: I think so. We've had any number of inquiries and
visits, even by people from other countries. Last year we had a group

Continued on Page 10

"I have very strong feelings that we don't lower our standards just to fill positions. I'd rather operate a little short with the right people than have all the positions filled."

Continued from Page 9

that came over from Bramshill Police College in England. That's the second time they've visited our agency. They came before and I guess they were so impressed by what they learned they sent another group back several years later. I guess when I was talking earlier about not taking the effort, I talk to my staff about how we might need to do more. We just don't take the effort to document the things we do well, and get the word out in the magazines and the publications that are out there.

Growing pains

LEN: To what extent have growing pains accompanied the growth of the city and of the agency?

KILLMAN: Even with the increased effective use of our resources, I don't think we've addressed the growth quite the way we should have, and we kind of got behind there for awhile. We have a very liberal annexation policy in the state. Charlotte is growing probably quicker through annexation than it is through what I call internal growth, but there is a substantial amount of internal growth both in the city and county which we have not addressed. I don't feel at all in a several year period, and it kind of snuck up on us before we realized it. So there has been a growing pain in that we had been so engrossed in trying to meet the demands and the growth through annexation that we really hadn't taken a hard look at the internal growth. We're talking about a substantial amount of manufacturing, with all types of industry moving their whole operation and headquarters here. In a lot of cases that was not in the unincorporated areas of the county; it was inside the city. New houses, new apartments, new condominiums were internal growths that were not addressed. Those are the kind of things which, if you're not careful, you'll overlook and pretty soon you've not addressed it with the resources that you have. And there are all kinds of changes in policies and procedures that may be necessary. It caused us to make some hard decisions on how to use our limited resources with the drug problem increasing in our city, as it is in other areas, we've had to take and reallocate some of our resources from other areas owing to the drug problem. For instance, we took five people off the street and initiated a DARE [Drug Awareness Resistance Education] program because I felt it was important that we reach our children at an early age for the long term. Those were reallocation resources, they were not new resources. If you look at your response time, which I feel is important — it's not the driving force, but when we allocate our resources it's one of the key criteria — and all of a sudden you're not meeting the expectations that you have or the citizens have on how well you respond when something does happen where they need your assistance. Those are growing pains, and we are addressing those, not only through additional resources but also through changes in how we handle those calls. This is where our expediter program comes in. We looked at that and asked, "Are there situations where we shouldn't have to dispatch a patrol unit?" We've revised our priorities on our calls for service, our response time objectives on each priority of call — at least what we would like to achieve. You can't do that 100 percent of the time, but it's something to shoot for.

LEN: Are you generally satisfied with how close you're coming to the target figures?

KILLMAN: With the exception of a couple of districts. We have nine districts, and a couple of those are just growing so fast. The traffic congestion is so bad at certain times of the day we can't get to our calls the way we should. There's a lot of dead-end streets and cul-de-sacs where you have to go around them. But overall I'm very

pleased with that. I think for awhile we were putting a little too much emphasis on that as opposed to other aspects of what we do. Officers may have felt a little rushed. Sometimes they get a call and get it over with and get back on the air rather than spend the time with that victim to show them that you are indeed interested and concerned about their problem. There's always a trade-off. Even when I reported to City Council on the changes we were going to make as a result of the productivity study two years ago, I basically told them, and they agreed, that there's a trade-off between pure productivity and citizen satisfaction. You just can't meet both of them.

I should make one other comment on growing pains. We are a very young department, as a result of the real fast growth that we've had plus the enhancement of our retirement system about two years ago. A lot of people left and we were having this influx of new positions for annexation and growth. As a result we have an extremely young police department. In a lot of ways that's good, but in some ways it gives you problems.

Human factors

LEN: The article in Soutpoint magazine drew a comparison at one point between Charlotte and Miami, since the two cities are roughly similar in population, if not in other respects. Miami went through a period of accelerated hiring not long ago and is now suffering tremendous problems from all of that hiring. How has the Charlotte Police Department managed to maintain some sort of quality control in the hiring and promotion process?

KILLMAN: I have very strong feelings that we don't lower our standards just to fill positions. I'd rather operate a little short with the right people than have all the positions filled. That's my philosophy on that.

LEN: Does that mean you are under strength?

KILLMAN: Somewhat under strength, but not excessively so. We now have probably 20-25 positions that aren't filled, so we're playing a little catch-up right now between the retirements and the positions I was able to get in this last budget year. What I try to do is not to have a really large academy; I think 20, 25, 30 people max is about the right size for our department, but we will be running two simultaneously. Whereas several years ago, we were running two academies a year, we have five or six now. So we are having to

"I have not yet found a good performance evaluation for police officers because it is so difficult to find something that is both measurable and important."

double up on that end of it, and we beefed up on the recruiting end, in search of the kind of people that we want to attract to our department.

LEN: Does that put an added burden on other areas of the department, in terms of the need for additional academy staff, applicant investigation staff, and what have you?

KILLMAN: Sure it does. What we do in a lot of cases is, instead of getting additional positions through the budget process, we just reassign current positions. You have to do that on a constant basis. We're constantly taking personnel from the field if we feel we need to take some resources from another area and place them on a temporary assignment. You've got to be flexible in the use of your manpower and not always go back and say, "I need X additional resources for that."

LEN: Does that also mean that the personnel themselves have to be flexible in that they may be patrolling the streets one week and the next week they're reassigned to training or investigations or some other function?

KILLMAN: Absolutely. A primary example of that is that we set a new record for homicides in the city in 1989. For about a three- or four-week period we just had a rash of them — and not our typical homicides either, like friend-on-friend or family member against family member, the smoking gun-type where you just walk in and the guy's got the gun. We took about four of our experienced investigators who had just recently rotated out, and we put them back in investigations and had them just work the homicide cases, with an excellent response. We were able to clear the biggest majority of them. But it was just a temporary thing. We addressed it, and they accomplished what they went up there for and went back to the field. For recruit training, we use almost entirely 100 percent of our own personnel to teach in the academy. They are not assigned full time to the academy but are a trained cadre of instructors that we use. We have our own attorneys do the legal training, and our experienced officers, sergeants, captains, right on up to myself, are in the academy every time we have a class out there.

LEN: The magazine report stated that Charlotte spends less for police protection and deploys fewer officers per capita than

many of the other cities mentioned. Given that, and program of rotating officers from the streets to the academy, other functions, has there been any adverse impact on service delivery?

KILLMAN: I get that question in other ways just about every I go out and make a speech: "Do you have enough police officers? Do you have enough resources?" My response is that while I lobby out in the public for my resources, I can always use more. I have to look at each jurisdiction and how it is laid out geographically, at the problems you are dealing with, and what you are trying to accomplish. I would say that it has not had that great an impact on the service we provide. Obviously, if I had more resources we could probably be better, but with a criminal justice system as overloaded as ours, just adding more officers on the street is going to be the total answer to making the community safer. District attorneys cannot try the cases we bring to them now, and there are not enough judges. We're like other jurisdictions — we don't have enough jail space, we're overcrowded in our local jails and overcrowded in our state prison. So if we added X number of additional police officers on the street, the added visibility would be a positive thing, and you can respond to your calls quicker. In terms of making the community safer in reality, it wouldn't have much impact as adding more prosecutors to the D.A.'s staff or more of the cases that we bring them now.

Measuring problem-solving

LEN: That question was asked, in part, against the backdrop of your application of problem-oriented approaches to police work. Going back then to your earlier mention of productivity studies, do you find that there are specific difficulties in measuring productivity or conducting performance appraisals in a problem-oriented policing system?

KILLMAN: I have not yet found a good answer to perform evaluations for police officers because it is so very difficult to find something that is both measurable and important. You can think of things to measure, but the things you evaluate are going to be the most important thing they do. It may not be the most important things you want them to be addressing. We don't have quotas, but we do expect an officer to be productive and to do things that lead to making arrests, enforcing traffic laws, clearing cases, the kinds of things

you can measure.

LEN: One of the best benchmarks of productivity, it seems, is something you cannot measure, and that is the crime rate that doesn't occur. If an officer prevents a crime, he's really doing his job but you would have no way of putting it into numbers.

KILLMAN: Yes, but it becomes harder to do under problem-oriented policing because you want that officer to do quality things that can't be measured, very subjective things, to get the community and work with citizens on problems they're experiencing, either personally or in the neighborhood. It takes time, it takes effort and it takes a certain willingness and ability on the part of the individual officer to get in and work with those people. It's hard to measure that. It's more subjective, so it's hard to measure things like how satisfied is the community with the service they're receiving. One of the local universities does a survey every couple of years that asks these kinds of questions, and we used to come out with good marks on it. But it's hard to get that down to an individual officer for a specified period of time for purposes of evaluation.

LEN: Is there some sort of standardized evaluation system in use now on the drawing board?

KILLMAN: The Police Department used to have its own evaluation system. About six or eight years ago they established a city evaluation system which we are under now. It is now in the process of being reviewed and evaluated to make it more meaningful, objective, and more acceptable to the individual employee. The cause there is a feeling that our system is not as fair as it ought to be. We're on performance-based pay and we have a bonus system. It gets very difficult for me to sit here and look at almost all employees and try to make a decision on who gets a bonus and who doesn't. I have yet to see a perfect performance evaluation system, and I've looked at a lot of them.

LEN: Have you incorporated the idea of quality circles or bottom-up management, where ideas are generated from the lowest ranks just as much as they are from command staff?

KILLMAN: Well, if you hadn't added that last statement on I would say yes. We do have a number of quality-circle groups

Interview: Charlotte Chief Sam Killman

operating right now, and ones that have worked with us in the past on issues such as the productivity study. We actually broke that productivity study down into categories and assigned a cross-section of employees representative of the entire department to each one of those. They were told to take each one of those recommendations and come back to me with their thoughts on whether they should be implemented and if so, how. To me that's bottoms-up management. I asked the people that are going to be affected if those changes are brought about, "What about these folks? Do you think they make sense or not?" We have quality circles right now operating out of patrol, out of investigations, and a combination of the two. They meet together because they interact so much with each other anyway. They talk about ways we can improve what we're doing, and we've implemented recommendations coming out of those groups. I learned early on in my career that if you're going to do something that will affect the entire organization, then the more you get from the people who will be affected by the change, and the more they understand what it is and you let them use their brains as to how this is going to work in reality, then the better chance that the particular program or whatever it is that you're talking about is going to work.

Team policing revisited

LEN: Have you found in Charlotte, as some agencies have elsewhere, that when it comes to applying problem-oriented policing, the resistance to implementation generally lies with the supervisors and managers who may find their roles and job functions to be threatened by increased discretion at the lower ranks?

KILLMAN: That has not been as clear cut for us, and the reason I say that is we don't put a label on everything we do. We're sort of evolving right now into that type of provision of service. We are not where we ought to be with problem-oriented policing. We use the term kind of loosely but we don't hold it up and say, "Here's the type of policing we do." We are in the transition stage. Problem-oriented policing has actually been here throughout my whole career, but more on a piecemeal basis. We were in full-blown team policing at one time, as close to true team policing as you can get. We've changed since, but we've kept a lot of what team policing was all about, and that's the community and holding people responsible for a piece of territory. We kept all the good things that we saw and experienced through team-policing. We didn't think we could make generalists out of everybody the way true team policing called for, but we tried it. We respecialized a few functions but we kept a lot of things we learned from team policing. We've taken things we've learned out of the Managing Patrol Operations project that we did back in the 1970's and the productivity study that we did a couple of years ago. We've learned from community-oriented policing; we've learned from problem-oriented policing. Problem-oriented policing just makes sense because why deal with the same problem over and over when you can go in there and find out what's causing it and then if you don't have the resources to deal with it, find them. Let the whole community help you resolve the cause of those problems so you don't have to go back and deal with the same symptoms all over again.

To get back to the original question though, I've seen some heads in the sand on the part of some of our mid-managers. Maybe it's a lack of understanding as to what it is we're trying to get done here. My Assistant Chief in charge of operations, Ronnie Stone, is fully committed to this. I'm fully committed. It just takes awhile to get the other people on board. I know enough about people in this organization to say that it's just going to take time. You can't snap your finger overnight and automatically say, "Today we will do problem-oriented policing." It's an evolutionary process, and we are in the middle of that right now. You ask me a year from now and I may say, "Damn right we do problem-oriented policing. We do it every day. We do it on everything." For now we're taking it slowly. We're identifying specific areas with specific problems where we can take this approach and show some success — not only to the citizens, but to our officers and to our command people as well. That's going to sell the program, whatever you call it. It's not going to be because I'm sitting up here in my office and I say, "Today we're going to start doing this," and then everybody says, "Oh yeah, that's great."

LEN: Do you find that the officers in your department generally have available to them the resources of other city agencies to tackle problems bigger than the Police Department alone can handle?

KILLMAN: Generally they do. I think the individual officer would find it more difficult to reach out and grab those resources than if we had a district captain who was involved in that particular problem, or if we had identified, through either the Police Department or another city department, that particular area of the city that was

really in need of some help and we went out there as a task force and brought all those resources to bear. It would be more difficult for an individual officer to do, but he could get it done. He may not be able to pick up the phone himself and do it but he could get those resources through the system.

LEN: One effort that was called to our attention dealt with cleaning up public housing and getting the criminals and drug dealers out. I would imagine that this was one respect in which it did take a cooperative effort among police, citizens and other city agencies...

KILLMAN: Absolutely. We had one particular public housing project that was really in bad shape. We had a shootout between two drug dealers and several bystanders got shot, including one pregnant young lady. We and just everybody decided we're not going to allow this to continue, and with the help of the community — and let me tell you, that was the key. The people in the public housing project were fed up enough to say, "We are going to work with whoever we have to to change this." So we put together a task force of police, public housing, employment and training, just a host of agencies, and then met with residents to talk about what had to be done. They went in, they thinned out the number of apartments because it was just too congested in there, and they renovated completely all the rest of them. And that's in addition to heavy police presence, including foot patrol, park-and-walk programs, crime prevention efforts in the community, employment training for people who needed jobs. It was just a whole host of services that went in there, and now I can't tell you the improvement that has happened in that particular development.

LEN: Has it also taken a major follow-up effort to make sure that the crime does not return to the project?

KILLMAN: Absolutely. You can't walk away from it, but you can pull back a little bit. We found that once the citizens reclaim it — they're not behind closed doors as they were when the drug dealers had taken over the streets — we can pull back and you don't have to keep that same level. We are still in there, highly visible, with park-and-walk, where the officers are parking their vehicles and actually

"If you don't have a good, strong, active, highly motivated, skill-trained patrol force out there, you're not going to have a good police department."

getting out and walking through the projects. I don't think it will ever get to the point where you can just totally ignore it or treat it as some other part of the city, but it does show that progress can be made with a coordinated effort of service providers in conjunction with the residents. If we had just gone in and done it without their involvement, without their commitment to being involved, it wouldn't have worked.

Patrol's importance

LEN: The Charlotte Police Department has apparently placed emphasis on the importance of the patrol function through at least two separate initiatives, one of which is the senior police officer program. Other cities that have tried to implement something along that line, calling it either senior police officer or master police officer, have seen the effort fail in the face of rank-and-file resistance. What has been the secret of your success with the program?

KILLMAN: It has been very successful and well received after the initial period of some resistance, if you will. Several things have brought that about. One is that I've been with this department. I know it well, and I know the people in it. I know what some of the problems were with the previous career-development programs, which is what I consider the senior police officer program to be. Everyone can't come up through the ranks, so you've got to provide something the average employee can look to grow with. I knew what some of the problems were with the other programs, so I made sure we didn't have those same problems. I went to a great extent to get committees and groups of officers involved in helping me develop the program that we have. Did everyone get what they wanted? No. When we went in I said, "If you think we're going to come out with a program that everybody is satisfied with, we might as well quit now." I gave them a couple of examples of what I knew they would disagree on I asked, "If it went this way, how many would disagree?" and about half the people raise their hands. Then I said, "How about this one?" and about half the people raised their hands.

So I said, "See? On those two issues people in this room would not agree, so as long as we go in being realistic about the fact that everybody is not going to be happy with what we come up with, and we address this the best way that we possibly can, then I think we're going to come out with a good program."

This senior officer program is really part of the overall career development program, which also includes a forced rotation. It's highly controversial. Probably the biggest objections that I got on the program were on that particular part of it. Enhanced training, better training, making more training available to more people were part of the career development program as well. So you give them the training, you give them opportunities to make more money, to get more recognition, and you give them opportunities to do different jobs, and take on different responsibilities to gain knowledge and expertise in something other than just patrol work.

Self-competition

LEN: What elements were incorporated in the SPO program that made it different from the master police officer program, and made it work?

KILLMAN: One of the very serious problems with the master police officer program, the way we had it operating at least, was that we had specific job assignments that were classified as master police officers. And when you looked at those and you said, "Well, this job should be a master police officer but this one shouldn't," it was just like a slap in the face to these officers who were doing those other jobs didn't fall into the classification. We don't have detective rank. We did away with that years ago. We had investigators, on special assignments, and we would have investigators assigned to, say, crimes against persons who were master police officers, but investigators assigned to crimes against property who were not. We did away with what were considered arbitrary decisions on what positions should be master police officers and what shouldn't be. Senior police officer is based on performance and on certain things you do over and above, like additional training, time in service, and those type of things. It's not in any way related to what particular assignment you're in. In that respect, I think street patrol is the backbone

of any police agency. It's important to have specialized assignments but if you don't have a good, strong, active, highly motivated, skill-trained patrol force out there, you're not going to have a good police department. In our department, if you wanted to be anything, do anything, get any kind of recognition, it looked like you almost had to get out of patrol or get promoted through the ranks. Now, if you want to be a patrol officer and you enjoy that kind of work — and a lot of them do, and they're good at it — you can get to top-level police officer by riding patrol. And it is not a competition limited to a certain number of people. They are only competing against themselves.

LEN: Are there pay incentives built into senior police officer rank?

KILLMAN: As much as 20 percent above a regular officer's salary. It is 5 percent for Senior I, and 5 percent more, or a total of 10 percent for Senior II, and then another 10 percent, which is a total of 20 percent for Senior III.

LEN: And does this entail a college education, or is that yet another pay incentive?

KILLMAN: That's another level. You get 5 percent more for a two-year degree and five more for a four-year degree. An officer can make up to 30 percent more as a senior police officer.

LEN: Does all this have the desired effect of encouraging higher education among your officers and encouraging them to put themselves out the extra yard to aspire to senior rank?

KILLMAN: More the latter than the former, putting out the extra effort. When we first started it, we noticed that everybody wasn't just jumping on the bandwagon. First of all, a few of them had statements to make, especially the ones that didn't agree with the rotation system that I had made part of the senior police officer program. I felt it would make the whole program fly better. Others

Continued on Page 12

Killman: "We're clean, professional, fair"

Continued from Page 11

were saying, "I'm not sure I want to go through all that extra trouble or not. I want to see if this thing really stays around." So I think some of them were just waiting, but it didn't take long before everybody who was eligible was out there working getting their credits.

Back to the streets

LEN: Let's turn to the other aspect of the career-development program that you've already mentioned, namely the policy of rotating officers back to patrol assignment after they've spent five years in a specialized unit. It's hard to imagine that such a program wouldn't provoke a lot of grumbling from officers who might have thought that their patrol days were behind them when they got into that cherished special duty. . .

KILLMAN: Absolutely. I won't say it was the most difficult decision, but it was up there. You have to remember that at one time I was an investigator, and very proud of it. I enjoyed that work a great deal and I know what it meant to work your way into a specialized assignment like that. But I also heard loud and clear from a host of other police officers who had not had that opportunity, saying, "We want more opportunities to enhance our careers, to learn, to be, to experience all the things that are available in the Police Department." So then I've got to say, "Do we give more people an opportunity to do that, or do we just keep status quo?" One of the strong arguments for the status quo, in addition to the one you mentioned—a guy who's worked his way in there and has earned it, so it's going to be very difficult to take it away—is that you're just destroying your expertise. This is one of the things I heard from some of the folks in the community, like the D.A.'s office. But I said I'm not planning to take all those people out in one fell swoop. We're going to phase it. And we're not tied in strictly to five years. If it's an officer's time to move and we look around and see that it's going to cripple that particular function, we're going to leave the officer there for whatever time it takes to get the other group up to speed. So it's very difficult, and there was a lot of resistance, both in the planning stages and when it came time to implement.

LEN: Has the resistance been overcome?

KILLMAN: For the most part it has. In fact, I don't think there's over half a dozen people—and I stand to be corrected on this—who have not yet been rotated out since the program started.

LEN: Over what period of time?

KILLMAN: Three years, but that was through retirements, too. And that led to another thing, namely the rumor that I was trying to force the old men out because they weren't going to go back out on the streets and so forth. You have to make tough decisions sometimes and that was a tough one. It was a good decision and I feel comfortable with it and I think in the long run it's going to make us a better organization. We're going to have more people with more opportunities to learn more things and in turn, take that increased knowledge, expertise and experience out to the field where we can improve our initial response.

LEN: Have you found indications that despite any grumbling at

the outset, officers find once they're back on the streets that it is not really such a bad place to work?

KILLMAN: Right, but of course, I don't hear everything. Most of the comments I've heard from the officers that have returned to patrol have been very positive. I often take the opportunity, if I see one of them that has been recently returned, to say, "How is it going?" They're pretty honest most of the time, and they say, "It's going great. I'm enjoying it." I won't sit here and tell you that everybody is tickled to death with that part of it. I don't think they are. I've got a few whose time is about to come up and I assure you those folks have some trepidations. They don't want to go. But they've pretty much accepted it now, and that's part of the way we do business.

Keeping a clean house

LEN: Your agency is very vigorous in doing internal investigations of officers, to the point where you will even look into anonymous telephone complaints. Doesn't such an approach put an added burden on IAD investigators and at the same time run the risk of dampening officer morale?

KILLMAN: To both of those, yes, but I think they're worth it. We have two or three times the number of people assigned to our Internal Affairs unit as departments our size or larger. So, yes, it's more resources and, yes, I have heard some amount of concern that we shouldn't be harassing the officers by calling them up and asking them about anonymous complaints. My response to them, though, has been and will continue to be that if you're a citizen who feels that an officer has acted inappropriately and has not treated you properly or whatever you may want reported to us, then you should be assured that we would look into it to see if there is any validity to it. We would be ostriches burying our heads in the sand if some citizen made us aware that there is potential wrongdoing and we didn't take the effort to at least look at that. We are not saying we're going to do a witch hunt or something, but we're not going to ignore the fact that someone within the organization is not doing the kinds of things that we stand for. It makes a clear statement to those police that we won't tolerate that type of activity. We won't abuse or harass police officers in the process; we treat them with respect. We will make inquiries into anonymous complaints, but we will do it in the right way.

LEN: Do you find that the department is fairly clean?

"We would be ostriches burying our heads in the sand. Some citizen made us aware that there is potential wrongdoing and we didn't take the effort to at least look at it."

KILLMAN: We're not perfect. I have taken strong action a number of times since I've been chief. I don't take pleasure in doing it, but I have. I also know there have been situations out there that I'm probably not aware of. But I would say we're an extremely clean, professional, fair police department. We do our job and we do it well and we treat people the way they should be treated. I would put us

up there with any department, but again we are not perfect.

LEN: If the department were to field an anonymous complaint and IAD were able to substantiate it, how would you matter proceed in the absence of a known complainant?

KILLMAN: It would be very difficult. If it looked like it was to be substantial information and substantial evidence suggesting a charge of misconduct by an employee, we would try everything in the world to get that person to come forward and cooperate. A person said he was not willing but had ample evidence that would substantiate the charge without it, then we would go forward with it. The evidence would have to stand on its own. We have a Civil Service Commission here. I have limits on my authority, and my limits are that I can suspend up to 30 days without pay. Anything beyond that has to be sent to Civil Service. I don't have the authority to terminate a Civil Service employee. So any action beyond a 30-day suspension is a recommendation to the Civil Service Commission, and if I don't have the evidence to substantiate it, I don't have to tell you what's going to happen.

All-hands effort

LEN: How would you characterize the nature and level of drug-related activity in Charlotte these days? Is it pretty much the same as one would find in a city of comparable size?

KILLMAN: I think that's accurate. We probably run behind some of the other cities, like L.A., Miami, and New York. In terms of what we see on the streets, but usually before it gets to the streets. Right now we're not seeing any of the ice yet, but I think it will be the next thing we'll have to start dealing with. But the crack, the cocaine, the heroin, the PCP, you name it. We have Jamaicans, Guyanese, Haitians involved in the trade; we have the West Coast gangs yet, but we're keeping our eye on the closest they've got to us is Knoxville, Tenn., which is 250 miles from us. I'd say for the most part we mirror what some of the other cities are experiencing with the drugs. It's on the increase. I can remember when heroin and marijuana were the number ones; now it's crack. So it changes and we have to change our approaches, techniques and strategies right along with it.

LEN: Does the fact that the Charlotte P.D. operates close terms with the community give you any kind of insight in terms of the drug-related intelligence that you get?

Continued on

Guiding philosophy: the mission and core values of the Charlotte Police Department.

Mission:

The Charlotte Police Department is committed to fairness, compassion, and excellence while providing police services in accordance with the law and being sensitive to the priorities and needs of the community.

Core Values:

1. The Charlotte Police Department believes that the protection of life and property is our highest priority.
2. The Charlotte Police Department will respect and protect the rights and dignity of all persons and conduct all citizen contacts with courtesy and compassion.
3. The Charlotte Police Department will strive for excellence in its delivery of police services and will utilize training, technology, and innovation to achieve that goal.
4. The Charlotte Police Department recognizes its interdependent relationship with the community it serves and will remain sensitive to the community's priorities and needs.
5. The Charlotte Police Department will enforce the law impartially throughout the community.
6. The Charlotte Police Department recognizes the individual worth of each of its members.

SF chief sacks brother, reorganizes force

Continued from Page 1

cers, who closed off a four-block area of the district, keeping shoppers inside stores and residents trapped in their homes. Some witnesses likened the tactic to martial law, and about 30 complaints arising from the sweep have been filed with the city's Office of Citizen Complaints (OCC), which is still investigating the incident. The incident was serious enough to compel Mayor Art Agnos to issue a formal public apology to the city's large gay community.

"Mistake" Admitted

On Nov. 8, Chief Jordan admitted the police sweep was a "mistake" and an "inappropriate response" to the protest caused by a breakdown in the chain of command. The chief then took "certain remedial" and "administrative personnel actions" in response to public criticism of the incident, including "reconstruction" of the tactical squad ordered to the site of the protest. Chief Jordan transferred the unit's crowd-control responsibilities to district officers. He also separated the mounted and trail-bike units from the tactical squad. Those two units now operate as a separate platoon.

Chief Jordan reassigned Capt. Richard Cairns from the tactical squad to an administrative post in patrol bureau headquarters pending the outcome of the OCC's probe of the Castro Street

confrontation. Cairns allegedly clubbed at least one protester and was among several officers who broke ranks to chase fleeing demonstrators. Also reassigned was Capt. Robert Fife, who is now in the traffic division.

Deputy Chief Reed was reprimanded by Chief Jordan for failing to modify orders issued by Jack Jordan during the demonstration. Chief Jordan had ordered the presence "without exception" of a commander "or higher" at protests. But Jack Jordan apparently ignored the order, forcing Chief Jordan to consider disciplinary action against him.

"This very issue of command presence had been discussed by me in previous command level staff meetings," Chief Jordan said.

Retiring with Reluctance

The Chief requested his brother's retirement from the Police Department, and Jack Jordan complied on Nov. 13, ending a 29-year career with the agency. The decision to comply saved the Chief from having to take disciplinary action against his own brother.

"He reluctantly agreed to retire at my request," Chief Jordan said. "It was an extremely difficult decision for me to make. He has been an excellent police administrator, and I love him very much as a brother. But I had to look at the total picture in my role as chief."

Jack Jordan also faced serious misconduct charges before the Police

Commission over his involvement in a cover-up attempt stemming from a September 1988 confrontation between United Farm Workers leader Dolores Huerta and a San Francisco police officer who reportedly clubbed her.

Initially, the OCC concluded that Officer Francis Achim had not used excessive force against Huerta, and the charge was referred to Chief Jordan, who declined to discipline the officer. In June, it was alleged that Jack Jordan had authorized three subordinates to remove material pertaining to the incident from Achim's personnel file, but Chief Jordan declined to bring charges against his brother, citing insufficient evidence. The Chief later disqualified himself from his brother's case and another department official filed the charges against Jack Jordan, which were to have been heard by the Police Commission in November. As a result of Jack Jordan's retirement, the Police Commission charges against him will not be pursued.

Mayor Outlines Police Goals

In response to the turmoil and controversy surrounding the Police Department, and after consulting with Chief Jordan, Mayor Agnos issued a statement on Jan. 10 in which he outlined a series of priorities for the department and the OCC to ensure that the two agencies "reach their highest potential." The goals Agnos set for the

Police Department include:

¶ Implementation of the consent decree governing the hiring, promotion and full integration of women and minorities "through all units and ranks...so that the department will more closely reflect the makeup of our city as a whole."

¶ Further "reduction of lingering racial, gender, cultural and lifestyle tension" within the department

¶ "Refinement" of the disciplinary process, with "special attention" given to officers who repeatedly violate department regulations

¶ Development of a more effective command structure that "promotes accountability" by supervisors and police officers

¶ Establishment of "clearer lines of communication" between the Chief and all SFPD units, including more frequent meetings between the Chief and supervisors, and visits to district stations.

¶ Clarification of the department's crowd control policies

¶ Improved training for all ranks, with ongoing crowd control training "of a more extensive nature" than has been provided in the past.

¶ Further civilianization of some department functions.

¶ Additional sensitivity training, with courses in conflict resolution and "in-service training sessions with community groups."

¶ Enhanced hiring "within budgetary limits and per consent decree goals" to bring the department up to authorized strength.

¶ Adoption by the Police Commission of "whatever measures are necessary" to resolve disciplinary cases when a disagreement exists between the OCC and the Police Chief

¶ Review and revision of police academy training materials, especially those dealing with "sensitive urban problems" like homelessness, immigration raids and foreign policy protests.

The Mayor's goals for the OCC include: placing a "stronger emphasis on quality control...so that all reports and recommendations will be based solely on impartial fact finding"; restructuring the complaint office to permit "more effective management and supervision"; reducing the backlog of cases "through more efficient management and operations"; enhancing community outreach programs, "especially in bilingual communities"; and "stronger emphasis" on in-service training.

Agnos said events of the past year had "tested the mettle" of the city's police organization, and added that he was compelled to formulate the goals because "the events of 1989 have taught us that we cannot meet today's needs, much less our opportunities for tomorrow, with yesterday's answers."

Search tactics come under new scrutiny

As the campaign against drug trafficking intensifies, the police use of drug-courier profiles and stop-and-search tactics to snare suspected drug runners or gang members is coming under increasing scrutiny by civil liberties and civil rights groups who are concerned that Fourth Amendment rights may be compromised in the zeal to stop drug shipments and the spread of gangs.

In recent months, high-level courts in Florida and Maine have ruled that some kinds of drug searches undertaken by law enforcement agents are unconstitutional. In Lexington, Ky., civil liberties groups have verbally protested the use of drug-courier profiles by the Fayette Co. Police Department. And in Boston, five black residents have filed a class-action lawsuit challenging the stop-and-frisk policy undertaken by the Police Department last May to prevent an escalation in gang-related violence in the city's minority neighborhoods.

The Maine Supreme Court ruled Nov. 28 that armed officers of the state's Department of Public Safety and Department of Inland Fisheries and Wildlife had no right to set up "riverblocks" to prevent illegal behavior by visitors to the Saco River, a popular waterway favored by canoeists and boating enthusiasts. The unanimous decision upheld a lower court ruling that the practice violated state and Federal guarantees against unlawful searches.

The case arose from the actions of state agents who set up riverblocks during three weekends in 1988 to crack down on alleged alcohol and drug use by Saco River boaters. Daniel and Jarlene Hatfield, of Rochester, N.H., filed a lawsuit against the state, saying they

were stopped and searched at a riverblock in May 1988. Agents reportedly even looked inside Daniel Hatfield's shorts in the search for drugs, but none were found.

Initially, the state said that the search was unconstitutional because there was no probable cause, but added that the riverblocks were "nothing more than 'isolated incidents' or 'departures' from normal, appropriate procedures." But the state's pronouncement was challenged by Kennebec County Superior Court Judge Donald Alexander, who refused to characterize the Hatfield search as an isolated incident. The judge issued a declaratory judgment that the riverblocks were illegal and the state appealed to the Supreme Court.

In Florida, meanwhile, a divided state Supreme Court ruled Dec. 2, that the random searches of buses and their passengers by Broward County sheriff's deputies was unconstitutional. One of the justices said the practice conjured up visions of Nazi Germany and other repressive political regimes.

In the 4-3 ruling, which overturned six narcotics convictions, the court said that the practice violated state and Federal constitutional protections against unlawful search and seizure, even though the motivation behind it — to prevent drugs from flowing into the county — was admirable.

Justice Rosemary Barkett said the "intrusion upon privacy rights" caused by the Sheriff's Department policy was "too great for a democracy to sustain."

"History demonstrates that the adoption of such repressive measures, even to eliminate a clear evil, usually results only in repression more mindless and terrifying than the evil that prompted them," Barkett wrote for the majority.

The basis for the case was a 1985 incident involving Terrance Bostick, who was traveling by bus from Atlanta to Miami. During a stopover in Fort Lauderdale, two Broward County sheriff's deputies boarded the bus, checked Bostick's ticket and questioned him. After asking for Bostick's permission, which he gave, they searched his bags and found cocaine.

Bostick pleaded no contest to drug-trafficking charges and reserved the right to challenge Sheriff Nick Navarro's search policy. Navarro's policy was upheld by a lower court, but the Supreme Court reversed that decision and voided five other convictions stemming from such searches.

The court's majority ruled that armed officers boarding a bus might intimidate passengers into permitting searches of their property, and "under such circumstances a reasonable traveler would not have felt that he was free to leave or that he was free to disregard the questions and walk away," wrote Barkett.

Justice Stephen H. Grimes, in his dissent, argued that Bostick could have refused the search, and wrote that police officers have the right to approach a person in a public place and ask questions "if the person is willing to listen." Another dissenting justice, Parker Lee McDonald, wrote that "society should accept some minimal inconvenience and minimal incursion on their rights of privacy" during the war on drugs.

But Justice Barkett, while admitting that "roving patrols" could serve to eliminate much of the state's drug smuggling at the expense of civil liberties, wrote: "Nazi Germany, Soviet Russia and Communist Cuba have demonstrated all too tellingly the effective-

ness of such methods. Means have a disturbing tendency to become the end result."

Capt. Mark Cutcliffe of the Sheriff's Department's organized crime unit told LEN that the agency is "studying exactly what it is [the judges] are uncomfortable with and we'll adapt accordingly." He added that Navarro had "already modified the techniques that were utilized" in the 1985 case, but because "attorneys can't agree and judges can't agree" on the search issue, the agency has "adapted as we go along."

Cutcliffe did not directly disclose whether deputies would continue boarding buses to find drugs, saying only that the agency "still [has] a domestic interdiction program on narcotics and we're operating within...the Fourth Amendment in an attempt to take the drugs out of the community."

In black neighborhoods of Boston, residents have reacted with outrage at what they believe is the Police Department's arbitrary search-and-frisk techniques aimed at zeroing in on suspected members of that city's burgeoning youth gang network, and a group of two adult and three teen-age plaintiffs have filed a class-action suit against the city and members of its Police Department. The suit, filed Nov. 21 in Suffolk Superior Court, alleges that the city and the Police Department "have instituted and carried out a policy, generally known as 'search on sight,' calling for the warrantless search, without probable cause or lawful justification, of black and Hispanic youths in public areas of Roxbury, Dorchester and Mattapan" — predominantly black areas of Boston that have seen increased levels of gang-related violence. [See LEN, Jan. 15, 1989; June 30, 1989.]

The Boston Police Department announced a get tough policy against gangs back in May, and police officials told LEN at that time that "stop-and-

Continued on Page 15

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Undercover Investigators. PLE, a division of Business Risks International, is seeking professionals to work as undercover drug investigators. The position requires dedicated, self-reliant individuals who are capable of working with minimal supervision.

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To apply, send resume to: PLE, A Division of Business Risks International, 3401 Park Center Dr., Suite 345, Dayton, OH 45414

Assistant Professor of Criminal Justice. Youngstown State University is seeking to fill a tenure-track vacancy beginning in September 1990.

Qualifications: A Ph.D. in criminal justice or a related discipline is preferred, and field experience in law enforcement is desired. Duties will include graduate and undergraduate teaching in law enforcement courses (possible course load in private/industrial security). Service on university and

departmental committees and student advisement are required. A demonstrated ability to pursue independent research and scholarship is expected. Preference will be given to applicants with field experience, a Ph.D. and additional educational qualifications or legal experience in the legal area (criminal process). Salary range is \$26,000 to \$29,500, depending on qualifications.

To apply, send a letter of interest, a current resume, an official copy of transcript documenting academic qualifications, and the names, addresses and telephone numbers of three references to: Search Committee, Criminal Justice Department, Youngstown State University, Youngstown, OH 44555-0001. Application deadline: March 1, 1990.

Director, Criminal Justice Services Division. The Public Administration Service is seeking a division director to market and manage a wide range of criminal justice projects, including police management studies, juvenile justice projects, and projects dealing with the problems of missing and exploited children and promoting inter-agency cooperation in dealing with serious habitual juvenile offenders. The division comprises 4 full-time staff and more than 25 consultants nationwide. Responsibilities of the position in-

clude: developing and implementing marketing strategies, authoring proposals for grants and contracts, supervising fieldwork, and editing project reports. The director is responsible for generating project income to support division operations and meet goals set for contributing to corporate overhead costs. The director serves as primary contact with the U.S. Office of Juvenile Justice and Delinquency Prevention.

Requirements include: master's degree in criminal justice or related field, 8 years of experience in a criminal justice agency, and 2 years of experience in the delivery of consulting services to the public sector in managing a national technical assistance project. Excellent communication skills are necessary. Experience in the design and delivery of management-level training is preferred. Salary negotiable.

To apply, send a letter of interest, resume, a list of five references, and a writing sample of no more than 10 pages to: Criminal Justice Recruitment — Division Director, Public Administration Service, 1497 Chain Bridge Road, McLean, VA 22101. Deadline for applications is Feb. 28, 1990. EOE.

POLICE STAFF SUPPORT SUPERVISOR Tampa, Florida.

Supervisory work in police planning, research studies and inspections for the Tampa Police Department. Qualifications: Bachelor's degree in planning, police administration or criminal justice, and considerable experience in law enforcement operations and administration, preferably with one year or more as a law enforcement officer in a supervisory role OR considerable professional level planning and analysis experience, preferably in a supervisory capacity. Starting salary: \$30,451. Submit resume by 2/23/90 to: City of Tampa Personnel, 306 E. Jackson St., Tampa, FL 33602. EEO-E/M/V.

Chief of Police PORT ST. LUCIE

The City of Port St. Lucie, Florida, with a population of 56,000 and a police department of 73 sworn officers, is seeking a Chief of Police. Port St. Lucie is a rapidly growing community with city manager form of government. Politically stable environment with a highly professional and progressive police department. The successful candidate will be required to have the following qualifications: A bachelor of arts degree in criminology, law enforcement, public administration, or other related field; a minimum of ten years' law enforcement experience, preferably at the municipal level in Florida, with at least four years of responsible administrative experience at the level of captain or higher. The successful candidate shall enter into an employment contract with the city and shall be responsible and report to the city manager. The starting salary range for this position is \$42,000 to \$46,000 per year plus generous fringe benefits. Please send application/resume to: City of Port St. Lucie, Human Resources Department, 121 SW Port St. Lucie Boulevard, Port St. Lucie, FL 34984. All applications/resumes subject to Florida public records laws. EOE. Closing date for filing of applications/resumes: April 1, 1990.

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LEN-306

Interview: Charlotte Chief Sam Killman

Continued from Page 12

on the street and more visible. People are a lot more hesitant to give us information. Not totally, so we do get a great deal of information from the citizens, especially anonymously. We're a lot quicker to get intelligence information in affluent of the city or in areas where people are not quite as intimidated.

Over the years, we've built and enjoyed an extremely good relationship with our community. I think it's based on our willingness to sit down with them, to go to them, to go out there. We had a shooting recently and there was a high pot for community violence because of it. Myself and the other top people we in the community, talking to the folks and ensuring them it was going to be handled properly. The mere fact that we were going to go out and listen to them help and it was not the most pleasant meeting you'd ever want to be at, and you're very willing to listen and be sensitive to the community, all parts of the community.

A sense of purpose

LEN: Given the ties that you speak of between the community and the police, is there some kind of guiding philosophy or statement of values that the Department is operating under that provides this constant reinforcement that this is how we are going to work?

KILLMAN: Absolutely. We haven't had this in writing long, but it's sort of there. It's been an unwritten philosophy, but I felt and our people felt it important we get it agreed upon and down in writing so everybody will understand what we stand for. A little over a year ago, Dr. [James] Ginger, who is now Southern Police Institute and at that time was with the Police Foundation, came and facilitated a two-day retreat kind of meeting, where the command staff department got together and developed a mission statement and several values of what we stand for. I can't say that it's the total answer but it solidified and made it clearer to our newer people coming on. I go out and share this with the new people before they graduate from the academy, that this is what we stand for and this is the kind of organization you are getting into.

LEN: What's the thrust of the mission statement?

KILLMAN: The mission statement just encompasses all the six core values we have. The core values kind of enlarge on it, but the mission statement says the department is committed to fairness, compassion and excellence while providing police services in accordance with the law and sensitive to the priorities needs of the community. We tried to get one statement that said a lot of things. I think it does. The problem was the word compassion, because there were officers who said: "I'm not sure we want to use that word. It might cut sweetness or something like that." But in my mind it shows strength, and that's what we ought to have in there won out. In relation to the community, I think that the Charlotte Police Department recognizes its interdependent relationship with the community it serves and will remain sensitive to the community priorities and needs. That's one of the core values. It also says the Charlotte Police Department will enforce the law impartially throughout the community. That's something else about the community, I think, that there is no part of the city community that doesn't get the same sort of treatment from us.

We're action-oriented, and I am the world's worst for documenting it. Sometimes it is important to get it out there in front of you so everybody knows what we're talking about and what we live by. I feel good about it. I think a team came up with an excellent statement of our mission and a few of the values we stand for.

LEN: Given all of the things that have transpired in your four years as chief, can you identify a couple of the big issues that you would like to see tackled in years to come?

KILLMAN: Well, one of them is easy, and while it may sound trite, obviously the drug problem that we face all over this country. If we don't find a way to deal with it effectively, none of our communities are going to be the kind of communities that we really want and the citizens deserve. So that is one, and working diligently on finding ways to deal with that, traditional or non-traditional. So that's a biggie right there.

I think the growth issue is another one. Charlotte is growing so fast, and I'm just scratching the surface on growth. I'm just afraid that if we're not real clear about how we deal with that growth, not only as a police department but as a city — and I'm very involved, by the way, not just in police work but in the community as a whole — I'm just afraid if we're not careful we're going to lose the quality of life that we value so much here and that we do have and that we're very proud of. Growth is good mostly, but it can be bad if it's not handled properly, so I think that would be another key issue. If we can keep a sense of community and close ties to the community with that kind of growth, we will have our hands full. But we do have a good structure for it because our district captains have a geographic area and they know they're responsible for it. We try to make sure that they are in tune and the people in the community are in tune with them. That's possible in all parts of the city, because in some areas of the city the citizens they're just fine and dandy until they need the police and they don't need a lot of interaction. But other areas of the city need a lot of interaction, so the district captain has to be sensitive to those kinds of things, and he has to be out there with the people attuned to it. We give them the flexibility to deal with those issues. That's the good part of team policing that we kept, the responsibility, accountability and authority that goes with a geographic part of the city everything that happens in it.

Fairness, compassion, excellence

With these three benchmarks as a guide, Sam Killman is leading the police effort in the growing city of Charlotte, N.C. See Page 9.



The state of the art:

Community-oriented policing is taking hold nationwide, and the state of Washington has jumped into the forefront of the movement with an organized, statewide push to train all police and sheriff's departments in applying the philosophy to their operations. See Page 1.

Also in this issue:

Police retirees in Florida who may be bored with life after law enforcement are getting the call to help out with school-based programs. Page 1.
Spurred by public criticism, the San Francisco Police Department implements a shakeup and the city's Mayor imposes goals for the agency. Page 1.
A high school "magnet" program in Pittsburgh gives students a head start on public safety careers. Page 3.
Police in Stockton, Calif., are reaching out to a flood of Asian immigrants. Page 3.

Elderly doesn't mean uncared for in Tucson. A police squad is looking out for senior citizens. Page 3.
People & Places: A rookie's refusal; KC at the bat for a new chief; kudos for a crisis program; Greenberg goes Mobile. Page 4.
Tacoma gives some convicted felons a dose of public humiliation. Page 5.
AIDS awareness has improved in criminal justice agencies, but there's a long way to go. Page 7.
Forum: We need more police, and better police, to cope with a firestorm of criminality. Page 8.

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